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ABSTRACT

This report contains the texts of House of Representatives Bills and statements about those Bills made by a variety of persons involved in the field of education. The Bills propose to amend various provisions of the Elementary and Secondary Education Act of 1965 (ESEA). One Bill gives particular attention to extending the provisions of Title I, ESEA (compensatory education). Another Bill proposes a type of revenue sharing. (JF)

ED 083749

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

HEARINGS

BEFORE THE

GENERAL SUBCOMMITTEE ON EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR

HOUSE OF REPRESENTATIVES

NINETY-THIRD CONGRESS

FIRST SESSION

ON

H.R. 16, H.R. 69, H.R. 5163, and H.R. 5823

BILLS TO EXTEND AND AMEND THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965, AND FOR OTHER PURPOSES

HEARINGS HELD IN WASHINGTON, D.C.
JANUARY 31, 1973; FEBRUARY 1, 5, 6, 7, 8, 20, 21, AND 22, 1973

PART 1

Printed for the use of the Committee on Education and Labor
Carl D. Perkins, *Chairman*

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CONTENTS

Hearings held in—

Washington, D.C.:

Page
January 31, 1973 ... 1
February 1, 1973 ... 177
February 5, 1973 ... 229
February 6, 1973 ... 385
February 7, 1973 ... 445
February 8, 1973 ... 493
February 20, 1973 ... 573
February 21, 1973 ... 733
February 22, 1973 ... 791

Text of bills:

H.R. 16 ... 2
H.R. 69 ... 25
H.R. 5163 ... 50
H.R. 5823 ... 83
Summary of H.R. 69 ... 115

Statement of:

Albohm, John, superintendent of schools, Alexandria, Va ... 624
Barrett, Mrs. Catharine, president, National Education Association, accompanied by Stan McFarland, Mrs. Jean Flanigan, and James Green ... 118
Blaschke, Charles L., president, Education Turnkey Systems ... 177
Bove, Richard, chief of the Migrant Bureau, Department of Education, State of New York ... 965
Bowen, Harry, Waukegan Public Schools, Illinois ... 655
Clemans, Charles A., director, Intergovernmental Relations, Portland, Oreg ... 753
Conyers, C. L., supervisor of migrant education, State of Virginia ... 955
Cortez, David L., State migrant education director, and State assistant, title I director, State of Utah ... 955
DeLayo, Leonard J., president and superintendent of public instruction, New Mexico, accompanied by Dr. Byron W. Hansford, Dr. Ray Peterson and Alistair MacKinnon ... 145
Downing, Hon. Thomas N., a Representative in Congress from the State of Virginia ... 573
Drachler, Norman, director, Institute for Educational Leadership, former superintendent for public schools in Detroit, Mich ... 493
Eldred, Lantson C., national chairman, Impacted Area School Districts, accompanied, by David Fish, Lawrence J. Hauge, William Duncan, Homer Elseroad, Howard Cross, S. John Davis, Charles Newton, Sandra Storz, Kenneth Cierpial, William W. Gullett, Frank Platt, James McDonald and Charles Akins ... 582
Ginn, Hon. Bo, a Representative in Congress from the State of Georgia ... 610
Gittings, Clarence, assistant superintendent, Baltimore City Schools, accompanied by Ray Hamilton, State/Federal liaison ... 411

Statement of—Continued

Page
Goettel, Dr. Robert J., Syracuse University Research Corp ---------- 460
Gousha, Dr. Richard P., vice president of council and superintendent of schools, Milwaukee, Wis., accompanied by Allen Newlachek, title I coordinator, Milwaukee, Wis., and Samuel B. Husk, Council of Great City Schools, professional staff ---------- 385
Hanna, Mary Ann, coordinator, regional library development program, ESEA title II, Michigan; Mrs. Elizabeth P. Hoffman, State school library supervisor, State Department of Public Instruction, Harrisburg, Pa., and Bernard Franchowiak, school library supervisor, State Department of Public Instruction, Madison, Wis., the American Library Association ---------- 354
Harold, Robert, principal, Portland, Oreg ---------- 752
Harris, Larry, Special assistant to the superintendent for urban affairs, Minneapolis Public Schools ---------- 422
Kelly, Robert F., superintendent of schools, Chesterfield County, Va. 649
Kirkpatrick, James R., American Association of School Administrators ---------- 172
Kirst, Dr. Michael W., Stanford University ---------- 466
Konnert, M. William, superintendent of Tullahoma City Schools ---- 652
Kroft, Dr. Fred, director of education, State of Indiana ---------- 968
Lehne, Dr. Arthur, assistant superintendent, Chicago Public Schools --- 413
McElroy, Alfred Z., chairman, National Advisory Council on the Education of Disadvantaged Children, accompanied by Mrs. Roberta Lovenheim, executive director ---------- 229
Megel, Carl J., director of legislation, American Federation of Teachers, AFL-CIO, accompanied by Greg Humphrey ---------- 160
Miller, James W., section chief, special programs, Division of Federal Assistance, Ohio Department of Education, State of Ohio ---------- 956
Miller, Winford, administrator, Migrant Student Record Transfer System, Little Rock, Ark., accompanied by Dr. Leo Lopez, California; Dale Hilburn, Florida, Vincent Serrano, Kansas; Jesses Soriano, Michigan; Emmett Spurlock, New Jersey; James O. Click, Washington ---------- 925
Moffat, Dr. James, assistant superintendent, Chicago Public Schools --- 419
Parris, Hon. Stanford E., a Representative in Congress from the State of Virginia ---------- 623
Porter, John W., superintendent of public instruction, State of Michigan ---------- 199
Randolph, Mrs. Elizabeth, Charlotte-Mecklenburg School District ---- 485
Resnick, Michael A., legislative specialist, National School Boards Association ---------- 168
Robinson, Mrs. Dorothy S., chairman, National Advisory Council on Supplementary Centers and Services ---------- 280
Rooks, James, superintendent of schools, Prince George County, Va ---------- 654
Rose, Hon. Charles, a Representative in Congress from the State of North Carolina, accompanied by Dr. Max Abbott ---------- 577
Spears, Sol, superintendent of the China Lake, Calif., School District --- 650
Strack, Edward, coordinator of innovative education planning, New York, accompanied by Arthur D. Sullivan, project director, title III ESEA; and Oliver Ramsay, chairman, New York State Advisory Council, title III ESEA ---------- 541
Todd, William B., Charleston, S.C ---------- 651
Udell, John, teacher, Dade County, Fla ---------- 733
Ward, Robert, State director of program development, State Department of Education, New Jersey, accompanied by Dr. Evelyn Odgen, director of program management (title III); and Dr. James Caulfield, assistant superintendent, Union Township Public Schools, N.J ---------- 506
Way, Dr. Russell, program administrator, innovative programs, and State coordinator, title III, Wisconsin Department of Public Instruction, accompanied by Grant Gordon, school administrative specialist, Milwaukee Public Schools; and Carl G. Thom, administrative specialist for categorically funded programs, Milwaukee Public Schools ---------- 531

Statement of—Continued

Page
- Wolfe, Dr. Charles, general superintendent, Detroit, Mich., accompanied by Dr. C. L. Golightly, Dr. Louis Monacel, Richard Smith, and Hershel Fort 839
- Youngblood, Robert E., director, migrant education programs, North Carolina Department of Public Instruction 964
- Zurich, Sister Arline, archdiocesan coordinator of library services and ESEA title II, accompanied by Sister Mary Arthur Hoagland, archdiocese of Philadelphia, representing National Catholic Library Association 377

Prepared statements, letters, supplemental material, etc.:

- Adkins, Carl B., acting superintendent of schools, Xenia city schools, Xenia, Ohio, letter to Chairman Perkins, dated February 15, 1973 682
- Akins, Charlie, superintendent, Hardin County public schools, Elizabethtown, Ky., statement of 604
- Albert, Hon. Carl, Speaker of the House, et al., letter to Chairman Perkins, dated February 21, 1973 675
- Albohm, Dr. John C., superintendent of schools, Alexandria City School Division, Virginia, statement of 685
- Autry, O. T., superintendent, Enid public schools, Oklahoma, letter to Chairman Perkins, dated February 16, 1973 711
- Bacher, James R., assistant for research, Rome public schools, New York, letter to Chairman Perkins, dated February 16, 1973 719
- Barkdoll, Keith R., superintendent of schools, Hanover, Ill., statement of 680
- Beaman, Philip L., superintendent, Camden County Board of Education, North Carolina, letter to Chairman Perkins, dated February 26, 1973 712
- Berry, William M., assistant superintendent, New Carlisle Bethel Local School District, New Carlisle, Ohio, letter to Chairman Perkins, dated February 18, 1973 681
- Blaschke, Charles L., president, Education Turnkey Systems, Inc.:
  - "An Address by Blair H. Curry and John M. Sweeney, Education Turnkey Systems, Inc.," a press release 184
  - "Contracts Produce Teacher Bonuses, Pupil Gains," an article entitled 183
  - "Performance Contracting: A Catalyst for Change," a press release 187
  - "State Compensatory Program 'Works' in Michigan," a press report 182
  - Statement of 178
  - "Summary of Woodland Project," an article entitled 187
- Bove, Richard A., chief, Bureau of Migrant Education, State Education Department, Albany, N.Y., letter to Jack Jennings, dated February 27, 1973 969
- Bowen, Harry S., associate for supportive services, Community Unit School District No. 60, Waukegan, Ill., statement of 669
- Bramlett, Troy E., superintendent, Pacific Grove Unified School District, California, letter to Chairman Perkins, dated February 23, 1973 713
- Broyhill, Hon. Joel T., a Representative in Congress from the State of Virginia, statement of 674
- Brust, Dr. Joseph V., district principal, Washingtonville Central School, Washingtonville, N.Y., letter to Chairman Perkins, dated February 19, 1973 665
- Calhoun, L. Orville, associate superintendant, Duval County Schools, Jacksonville, Fla., statement of 645
- Caulfield, Dr. James M., assistant superintendent, Union Township public schools, New Jersey, statement by 508
- Caven, William J., assistant superintendent, Butte County, Oroville, Calif.:
  - Letter to Chairman Perkins, dated January 29, 1973 970
  - Letter to Dr. Leo Lopez, dated December 26, 1972, enclosing letter and material supplied by John W. Mamer 971

Prepared statements, letters, supplemental material, etc.:—Continued

Page

Charles, H. E., El Paso Public Schools, El Paso, Tex., letter to Chairman Perkins, dated February 20, 1973 678

Cierpial, Kenneth E., chairman, school committee, Chicopee Public Schools, Massachusetts, statement of 602

Clarida, Dr. William R., superintendent, Herrin Community Unit School District No. 4, Herrin, Ill., statement of 680

Clemans, Charles A., director, Intergovernmental Relations, Portland, Oreg.:

- Letter to Chairman Perkins, dated March 20, 1973, enclosing information requested 762
- Statement of 756

Click, James O., coordinator of developmental unit, grants management section, Olympia, Wash., statement of 924

Cogar, Roy L., principal, Peters Township School District, McMurray, Pa., letter to Chairman Perkins, dated March 2, 1973 728

Cross, Howard, administrative assistant to the superintendent of schools, Fairborn, Ohio, statement of 599

Davis, Collin L., superintendent, Rantoul City Schools, District 137, Rantoul, Ill., statement of 664

Davis, Dr. S., John division superintendent, Fairfax County Public Schools, Virginia, statement of 588

DeLayo, Leonard J., president and superintendent of public instruction, New Mexico:

- "Primary CCSSO Legislative Objectives 1973," an article entitled 151
- "Proposals on Education Legislation," a statement 150
- Title I standard achievement gains for program year 1971-72 (table) 155

Dorsey, Ralph, superintendent, Caverna Independent School District, Cave City-Horse Cave, Ky., letter to Chairman Perkins, dated February 15, 1973 709

Drachler, Dr. Norman, director, Institute for Educational Leadership, George Washington University, statement including exhibits 493

Duncan, Dr. William F., supervising principal, Highland Falls Central School, New York, statement of 591

Dust, Dr. Tracy, superintendent, Loogootee Community School Corp., Indiana, letter to Chairman Perkins, dated February 21, 1973, enclosing copy of letter sent to President Nixon 686

Eldred, Lantson C., associate superintendent of schools, National City, Calif.:

- Statement in support of H.R. 69 583
- Statement of 582

Ellis, John, superintendent, Columbus Public Schools, Ohio, letter to Chairman Perkins, dated February 21, 1973 715

Elseroad, Dr. Homer O., superintendent of Schools, Montgomery County, Md., statement of 593

Fascell, Hon. Dante B., a Representative in Congress from the State of Florida, letter to Chairman Perkins, dated February 20, 1973, enclosing telegram 676

Fish, Dr. David H., chairman and director, special projects, San Diego Unified School District, San Diego, Calif., statement of 584

Fortner, Farris D., superintendent, Crocker District R-2 Schools, Mo., letter to Chairman Perkins, dated February 24, 1973 720

Franckowiak, Bernard, School Library Supervisor, Madison, Wis., excerpt from annual report of Federal Assistance Program, fiscal year 1972 370

Froberg, Burton, clerk, North Kingstown School Department, Rhode Island, letter to Chairman Perkins, dated February 22, 1973, enclosing five exhibits 720

Gillespie, Harry, director, Federal programs, Knoxville City Schools, Tennessee, letter to Chairman Perkins, dated March 23, 1973 731

Gilman, Hon. Benjamin A., a Representative in Congress from the State of New York, letter to Chairman Perkins, dated February 20, 1973 673

Prepared statements, letters, supplemental material, etc.:—Continued

Page
- Ginn, Hon. Bo, a Representative in Congress from the State of Georgia, statement of 609
- Gittings, Clarence J., assistant superintendent, educational programs, Baltimore City Public Schools, statement of 707
- Goettel, Dr. Robert J., associate director, educational finance and governance program, Syracuse University Research Corp:
  - Appendix to Report of Federal Aid Research, Syracuse University Research Corp 454
  - Statement of 445
- Golightly, Cornelius, president, Board of Education, Detroit, Mich., testimony of 791
- Gousha, Dr. Richard P., superintendent, Milwaukee Public Schools, and vice president, the Council of the Great City Schools, prepared testimony of 386
- Gran, Dr. Eldon E., superintendent, Douglas School System, Ellsworth Air Force Base, S. Dak., letter to Chairman Perkins, dated February 15, 1973 660
- Grayson, E. C., associate superintendent of finance, Jefferson County Public Schools, Louisville, Ky., letter to Chairman Perkins, dated February 20, 1973 658
- Hanks, J. M., superintendent of schools, Ysleta Independent School District, El Paso, Tex., statement of 705
- Harman, Lester J., superintendent, North Chicago Community High School, Illinois:
  - Letter to Chairman Perkins, dated February 16, 1973 716
  - Statement of 671
- Harold, Robert, principal, Portland, Oreg., statement of 746
- Harris, Larry, special assistant to the superintendent for urban affairs, Minneapolis Public Schools, prepared statement of 426
- Hauge, Lawrence J., assistant superintendent, Clover Park School District, Pierce County, Wash., statement of 589
- Hesse, M. A., superintendent, O'Fallon Township High School, O'Fallon, Ill., letter to Chairman Perkins, dated February 13, 1973, enclosing data and table 666
- Hilburn, Dale, administrator, Florida Migrant Education Program, testimony of 875
- Hill, Wayne W., superintendent of schools, Allegany County, Md., letter to Chairman Perkins, dated February 16, 1973 708
- Hoagland, Sister Mary Arthur, I.H.M., director, school libraries, archdiocese of Philadelphia, representing the Catholic Library Association, testimony of 380
- Hoffman, Mrs. Elizabeth P., chief, division of school libraries and coordinator of ESEA title II, Pennsylvania Department of Education, "The ESEA Title II Evaluative Survey, a Preliminary Report, November 1970" 361
- Hopper, Raymond, education department, superintendent, Mad River Township Schools, Dayton, Ohio, statement of 666
- Iller, Robert W., education department, superintendent, Richland Public Schools, Richland, Wash., letter to Chairman Perkins, dated February 16, 1973, enclosing eight exhibits 631
- Jenkins, Dr. Donald R., superintendent, Elementary School District 111, Highwood-Highland Park, Ill., statement of 670
- Johnsen, Robert K., superintendent, Oak Harbor School District 201, Wash., letter to Chairman Perkins, dated February 16, 1973 709
- Jones, Jack E., superintendent, School District No. 193, Mountain Home, Idaho, statement of 659
- Kearns, Homer, Ph. D., superintendent, Sisters Public Schools, Oreg., letter to Chairman Perkins, dated February 21, 1973 715
- Kirst, Dr. Michael W., Stanford University, statement of 466
- Klitzke, Lyle K., superintendent, Mundelein Elementary Schools, District 75, Mundelein, Ill., statement of 669
- Konnert, Dr. M. William, superintendent, Tullahoma City Schools, Tullahoma, Tenn., statement of 652
- Lantis, John M., superintendent, Orleans Community Schools, Ind., letter to Chairman Perkins, dated February 21, 1973 716

Prepared statements, letters, supplemental material, etc.:—Continued

Page
- Larson, Dean G., assistant superintendent, Libertyville High School District No. 128, Libertyville, Ill., statement of 668
- Little, Douglas, superintendent, Lauderdale County School System, Miss., letter to Chairman Perkins, dated February 22, 1973 712
- Lopez, Leo R., chief, Bureau of Community Services and Migrant Education, Department of Education, Sacramento, Calif.:
  - Letter dated December 20, 1972, enclosing recommendations 975
  - Testimony of 863
- Lynch, Richard B., district superintendent, Muroc Unified School District, Calif., letter to Chairman Perkins, dated February 26, 1973 728
- Maloney, John F., superintendent, Oxford Public Schools, Mass., letter to Chairman Perkins, dated March 6, 1973 731
- Manwaring, Jack L., superintendent, Mascoutah Community Unit School District 19, St. Clair County, Mascoutah, Ill., statement of 661
- Matteson, Gary D., superintendent, Ludlow Community Consolidated School District No. 142, Ludlow, Ill., letter to Hartwell D. Reed, general counsel, dated February 15, 1973 672
- Mays, Ralph, superintendent, Humboldt City Schools, Humboldt, Tenn., letter to Chairman Perkins, dated February 16, 1973 677
- McAllister, Daniel A., director, Massachusetts Migrant Project, statement of 977
- McDonald, Dr. James, superintendent, Fallbrook Union High School District, Fallbrook, Calif., statement of 603
- McElroy, Alfred Z., chairman, National Advisory Council on the Education of Disadvantaged Children, appendix 230
- Meadows, J. J., superintendent, Randolph County Schools, W. Va., letter to Chairman Perkins, dated February 27, 1973 720
- Megel, Carl J., director of legislation, American Federation of Teachers, AFL–CIO, "Needs and Resolutions Submitted by Locals of the American Federation of Teachers, AFL–CIO," a compilation 165
- Miller, James W. section chief, special programs, Division of Federal Assistance, Ohio Department of Education, statement 956
- Miller, Winford M., administrator, Migrant Student Record Transfer System, Little Rock, Ark.:
  - Letter to Jack Jennings, dated March 14, 1973 916
  - Testimony of 938
- Mitchell, Clarence, director, Washington Bureau, National Association for the Advancement of Colored People, letter to Chairman Perkins, dated April 6, 1973 441
- Moore, Charles, superintendent, Pocahontas County Schools, W. Va., letter to Chairman Perkins, dated February 19, 1973 719
- Munkasey, Mrs. Donna E., president, NVACLD, Arlington, Va., letter to Chairman Perkins, dated February 28, 1973 729
- Nichols, Hon. Bill, a Representative in Congress from the State of Alabama, statement of 676
- Ogden, Dr. Evelyn, director of program management, State of New Jersey, statement of 509
- Palmer, John L., coordinator, administrative research and projections, Arlington Public Schools, Va., statement of 708
- Parris, Hon. Stanford E., a Representative in Congress from the State of Virginia, statement of 623
- Pennino, Martha V., chairman, Board of Directors, Council of Governments, Washington, D.C., letter to Chairman Perkins, dated February 28, 1973, enclosing two resolutions 730
- Pope, George H., superintendent of schools, York County, Va., statement of 575
- Porter, Dr. John W., superintendent of public instruction, State of Michigan:
  - Exhibit A.—"A Position on Educational Accountability" 201
  - Exhibit B.—"The Accountability Story in Michigan" 211
  - Exhibit C.—Chapter 3 213
  - "Performance Goals Cut Down Complaints and Confusion," an article 214
  - Statement of 199

Prepared statements, letters, supplemental material, etc.:—Continued

	Page
Powell, Edward M., Ph. D., superintendent of schools, Dover, Del., statement of	711
Rea, Dale C., assistant to the superintendent, Community Unit School District No. 9, Granite City, Ill., statement of	663
Redmond, Dr. James F., general superintendent of schools, Chicago, Ill., statement of	413
Reifsteck, Fred, superintendent, Rantoul Township High School No. 193, Rantoul, Ill., statement of	668
Robinson, Mrs. Dorothy S., chairman, National Advisory Council on Supplementary Centers and Services:	
Annual Report	291
Fourth annual report	316
Statement by	280
Rorvig, W. O., superintendent, McLaughlin Independent School District No. 21, S. Dak., letter to Chairman Perkins, dated February 26, 1973	712
Saunders, Herbert J., acting division superintendent, The County School Board, Prince William County, Va., letter to Hon. Daniel J. Flood, a Representative in Congress from the State of Pennsylvania, dated February 16, 1973	683
Schuett, William, director, fiscal affairs, Township High School District 113, Highland Park, Ill., statement of	669
Scott, Hugh J., superintendent of schools, District of Columbia, statement of	441
Soriano, Jesse M., supervisor, Michigan Migrant Education Program, Michigan Department of Education, statement of	887
Spence, Eugene S., superintendent, Bethel Park School District, Pa., letter to Chairman Perkins, dated February 22, 1973, enclosing two articles	714
Spurlock, Emmett E., director, Office of Migrant Education, New Jersey State Department of Education, statement of	922
Stewart, David K., superintendent, McCracken County Public Schools, Kentucky, letter to Chairman Perkins, dated February 5, 1973	732
Storme, A. C., superintendent, Community Unit School District, No. 2, Marion, Ill., statement of	661
Storz, Mrs. Sandra, member, board of education, Portsmouth, N.H., statement of	623
Strack, Edward, coordinator of innovative education planning, New York:	
Letter to Chairman Perkins, dated March 15, 1973, enclosing a chart	570
Statement of	542
Sutton, J. E., superintendent, Midwest City-Del City Schools, Oklahoma, letter to Chairman Perkins, dated March 5, 1973, enclosing three attachments	687
Teague, Hon. Charles M., a Representative in Congress from the State of California, letter to Chairman Perkins, dated February 19, 1973, enclosing night letter	673
Thorson, Philip, superintendent, Gwinn Area Community Schools, Michigan, letter to Chairman Perkins, dated February 20, 1973	717
Todd, William B., Charleston, S.C., statement of	674
Tynon, John C., superintendent of schools, Carbon County School District No. 2, Wyo., letter to Chairman Perkins, dated February 16, 1973	710
Udall, Hon. Morris K., a Representative in Congress from the State of Arizona, letter to Chairman Perkins, dated February 21, 1973, enclosing a letter	679
Udell, John V., teacher, Dade County, Fla., testimony of	734
Vinatieri, Robert F., director, special programs, Bloomington Public Schools, Minnesota, letter to Chairman Perkins, dated February 22, 1973	713

Prepared statements, letters, supplemental material, etc.:—Continued

Page
- Ward, Robert W., State Education Director, Office of Program Development, New Jersey State Department of Education:
  - Closing statement ---- 513
  - Statement by ---- 506
- Way, Dr. Russell, program administrator, innovative programs, Wisconsin Department of Public Instruction, statement of ---- 531
- Wayne Township Schools, Dayton, Ohio, statement of ---- 600
- Weinman, Robert S., executive director, management services, Dayton Public Schools, Dayton, Ohio, letter to Chairman Perkins, dated February 16, 1973 ---- 681
- White, Louis, business manager, Libertyville Elementary District No. 70, Libertyville, Ill., statement of ---- 668
- Wolfe, Charles, general superintendent, Detroit Public Schools, Detroit, Mich.:
  - "Changes in the percent of grade 4 pupils more than 1 year below grade placement in reading achievement 1968–1972," a document entitled ---- 796
  - "Materials related to the testimony of officials of the Detroit Public Schools," a document entitled ---- 800
  - Testimony of ---- 793
- Wright, A. G., superintendent, Stafford County Public Schools, Virginia, letter to Daniel J. Flood, M.C., dated February 19, 1973 ---- 684
- Youngblood, Robert E., director, migrant education programs, North Carolina Department of Public Instruction: Testimony of ---- 963

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

WEDNESDAY, JANUARY 31, 1973

House of Representatives,
General Subcommittee on Education,
Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 10:05 a.m., pursuant to call, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman) presiding.

Present: Representatives Perkins, Meeds, Clay, Mazzoli, Lehman, Quie, Bell, Steiger, Hansen, and Huber.

Staff members present: John F. Jennings, counsel; Christopher T. Cross, minority legislative associate; and Toni Painter, secretary.

Chairman **Perkins**. The subcommittee will come to order.

[Text of H.R. 16, H.R. 69, H.R. 5163, H.R. 5823, and summary of H.R. 69 follow:]

93d CONGRESS
1st Session

H. R. 16

IN THE HOUSE OF REPRESENTATIVES

JANUARY 3, 1973

Mr. PERKINS introduced the following bill; which was referred to the Committee on Education and Labor

---

A BILL

To assist the States and local educational agencies in providing educational programs of high quality in elementary and secondary schools and to assist the States in equalizing educational opportunity, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "School Finance Act of 1973".

TITLE I—BASIC GRANTS

FINDING AND PURPOSE

SEC. 101. (a) The Congress finds that while the primary responsibility for providing elementary and secondary education rests with the States the Federal Government has an obligation to assist the States in making available to all children an education of high quality.

(b) It is therefore the purpose of this title to provide financial assistance to the States and to local educational agencies to assure that their resources when supplemented by this Federal assistance will be adequate to provide to all children an elementary and secondary education of high quality.

AMOUNT OF BASIC GRANTS

SEC. 102. (a) From the sums appropriated for the fiscal year ending June 30, 1974, and for each of the succeeding fiscal years ending prior to July 1, 1978, the Commissioner shall reserve an amount not to exceed 2 per centum for basic grants to Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands according to their respective needs for such assistance under this section, and the Commissioner shall set the maximum amounts which their local educational agencies shall be eligible to receive.

(b) (1) From the remainder of the sums appropriated for each such fiscal year, the Commissioner shall pay to each local educational agency within a State the basic grant to which it is entitled, as determined under paragraph (2).

(2) The amount of the basic grant to which a local educational agency is entitled is equal to $100 for every child

in average daily membership in elementary and secondary schools in the school district of such agency, reduced by the percentage that its non-Federal per pupil expenditure exceeds 115 per centum of the State average per pupil expenditure.

APPLICATIONS FOR BASIC GRANTS

SEC. 103. (a) Any local educational agency which desires to receive for any fiscal year the basic grant to which it is entitled under section 102 must submit to the appropriate State educational agency an application which contains—

(1) an assessment of the educational needs of the children enrolled in the schools of such agency and its plans for meeting those needs with funds provided under this title;

(2) an evaluation of the effectiveness, including objective measurements of educational achievement of programs funded in the preceding fiscal year from funds provided under this title;

(3) such other information as the State educational agency may reasonably need to enable it to perform its duties under this title; and

(4) assurances that—

(A) (i) to the extent consistent with the number of children in the school district of such agency who are enrolled in private nonprofit elementary and secondary schools, such agency, after consultation with the appropriate private school officials, will provide for the benefit of such children in such schools secular, neutral, or nonideological services, materials, and equipment including such facilities as necessary for their provision consistent with subparagraph (B) of this section, or, if such are not feasible or necessary in one or more of such private schools as determined by the local educational agency after consultation with the appropriate private school officials, such other arrangements, as dual enrollments, which will assure adequate participation of such children, and (ii) from the funds received by such agency under the provisions of section 102, such agency will expend, for the purposes of fulfilling the requirements of this paragraph, an amount which bears the same ratio to the total amount received under section 102 as the number of children enrolled in private nonprofit schools who are counted for purposes of section 102 (b) (2) bears to the total number of such children enrolled in elementary and secondary schools in the school district of such agency;

(B) (i) the control of funds provided under this title and title to property acquired therewith shall be in a public agency for the uses and purposes provided in this title, and that a public agency will administer such funds and property; (ii) the provision of services pursuant to subparagraph (A) shall be provided by employees of such public agency or through contract by such public agency with a person, an association, agency, or corporation who or which in the provision of such services, is independent of such private school and any religious organization, and such employment or contract shall be under the control and supervision of such public agency; and (iii) the funds provided under this title shall not be commingled with State or local funds; and

(5) assurances that—

(A) Federal funds made available under this title will be so used as to supplement and, to the extent possible, increase the level of funds that would, in the absence of such Federal funds, be made available from non-Federal sources for the education of pupils participating in programs assisted under this title;

(B) it will keep such records and afford such access thereto as the State educational agency may find necessary to assure the correctness and verification of such applications; and

(C) no more than 10 per centum of the funds received under this title in any fiscal year will be used for capital outlay and debt service.

(b) The State educational agency shall not finally disapprove in whole or in part any application for funds under this title without first affording the local educational agency submitting the application reasonable notice and opportunity for a hearing.

STATE PARTICIPATION IN BASIC GRANT PROGRAM

SEC. 104. (a) Any State which desires to participate under this title shall submit through its State educational agency to the Commissioner an application, in such detail as the Commissioner deems necessary, which provides satisfactory assurances that—

(1) except as provided in section 106(b), payments under this title will be used only for programs which have been approved by the State educational agency pursuant to section 103 and which meet the applicable requirements of that section, and that such agency will in all other respects comply with the provisions of this title, including the enforcement of any obligations imposed upon a local educational agency under section 103; and

(2) the State educational agency will make to the Commissioner (A) periodic reports (including the re-

sults of objective measurements required by section 103) evaluating the effectiveness of programs assisted under this title in improving educational attainment, and (B) such other reports as may be reasonably necessary to enable the Commissioner to perform his duties under this title (including such reports as he may require to determine the amounts which the local educational agencies of that State are eligible to receive for any fiscal year).

(b) The Commissioner shall approve an application which meets the requirements specified in this section, and he shall not finally disapprove an application except after reasonable notice and opportunity for a hearing to the State educational agency.

ENFORCEABLE CONTRACT

SEC. 105. Upon approval of the application of a local educational agency pursuant to section 103 or of the application of a State educational agency pursuant to section 104, the assurances required by the Commissioner pursuant thereto shall constitute the terms of a contract between the United States and the local or State educational agency, which shall be specifically enforceable in an action brought by the United States.

PAYMENTS TO STATES

SEC. 106. (a) (1) The Commissioner shall, subject to the provisions of section 303, from time to time pay to each State the amount which the local educational agencies of that State are entitled to receive under this title.

(2) From the funds paid to it pursuant to paragraph (1) each State educational agency shall distribute to each local educational agency of the State which has submitted an application approved pursuant to section 103 the amount for which such application has been approved, except that this amount shall not exceed the basic grant to which such agency is entitled pursuant to section 102.

(b) The Commissioner shall pay to each State an amount equal to the amount expended by it for the proper and efficient performance of its duties under this title (including technical assistance for the measurements and evaluations required by section 103), except that the total of such payments in any fiscal year shall not exceed—

(1) 1 per centum of the total grants made to local educational agencies of such State within that fiscal year; or

(2) $150,000, whichever is the greater, or $25,000 in the case of Puerto Rico, Guam, American Samoa, the Virgin Islands, or the Trust Territory of the Pacific Islands.

REDUCTIONS WHERE NECESSITATED BY INSUFFICIENT APPROPRIATIONS

SEC. 107. (a) If for any fiscal year the amount appropriated is insufficient to provide to local educational agencies the full amount of their entitlements under section 102, the amount of each such agency's entitlement shall be reduced by a percentage (which shall be uniform for each such agency) which will result in allocations which do not exceed the appropriations available therefor.

(b) In case additional funds become available during any fiscal year for making payments under this title amounts reduced pursuant to subsection (a) shall be increased on the same basis that they were reduced.

TITLE II—EQUALIZATION GRANTS

FINDING AND PURPOSE

SEC. 201. (a) The Congress finds that the Federal Government has an obligation to assist the States in equalizing the resources available within the States so that an opportunity to obtain an education appropriate to individual need will be available to all children regardless of their place of residence within the States.

(b) It is therefore the purpose of this title to provide financial assistance to the States to assist them in equalizing educational opportunity.

CREATION OF TRUST FUND

SEC. 202. (a) (1) There is created in the books of the Treasury of the United States a trust fund to be known as the Education Trust Fund (hereinafter referred to as the "trust fund"), which shall remain available without fiscal year limitation and shall consist of the amounts appropriated to it as provided in subsections (b) and (c).

(2) The Commissioner shall be the trustee of the trust fund and shall report to the Congress not later than March 1 of each year on the operation and status of the trust fund during the preceding fiscal year.

(b) There are authorized to be appropriated and deposited in the trust fund, for the fiscal year ending June 30, 1974, and for each of the succeeding fiscal years, such sums as the States may be entitled to in equalization grants for each fiscal year pursuant to section 203.

(c) There is also authorized to be appropriated and deposited in the trust fund for each fiscal year an amount equal to not more than 2 per centum of the amount appropriated for such year for payments to States under subsection (b). The Commissioner shall allot the amount appropriated pursuant to this subsection among Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands according to their respective needs for such assistance under this title.

AMOUNT OF EQUALIZATION GRANTS

SEC. 203. (a) Upon approval of a State's application for an equalization grant under section 204, the Commissioner shall pay out cf the trust fund to each State the amount to which it is entitled under this section.

(b) The amount of an equalization grant to which a State is entitled shall be an amount equal to the product obtained by multiplying—

(1) the number of children in average daily membership in the elementary and secondary schools in the State by

(2) (A) $200 for the first fiscal year in which the State participates in the program authorized by this title;

(B) $300 for the second such fiscal year;

(C) $400 for the third such fiscal year;

(D) $500 for the fourth such fiscal year; and

(E) $600 for each succeeding fiscal year.

APPLICATIONS FOR EQUALIZATION GRANTS

SEC. 204. (a) Any State desiring to receive its entitlement for equalization grants under this title, in lieu of basic grants under title I of this Act, shall submit to the Commissioner a State plan to achieve an equalization of resources for elementary and secondary education within such State within five fiscal years of the date of its application.

(b) The equalization plan referred to in subsection (a) of this section must guarantee that—

(1) the quality of education provided to a child within that State cannot be the result of the wealth of the school district in which he attends school but rather must result from the wealth of the State taken as a whole;

(2) by the end of the fifth fiscal year of such State's participation in this program the per pupil expenditure (exclusive of Federal funds, except for funds provided under this program) of any local educational agency within such State (not including additional expenditures commensurate with need and cost as required by paragraphs (3) and (4) of this subsection) shall not vary by more than 10 per centum from such expenditure in any other local educational agency within such State;

(3) amounts commensurate with their needs are expended on children with greater educational needs, including educationally disadvantaged, handicapped, and vocational education students;

(4) amounts commensurate with the costs are expended in school districts with greater costs, including

those attributable to sparsity of population, high density of population, and high living costs;

(5) by the end of the first fiscal year of its participation in the program, the State has implemented a program offering a rebate to each individual within that State applying for relief of the amount equal to the amount by which the real property taxes or rent constituting real property taxes upon that individual's homestead for that taxable year and each year thereafter exceeds 5 per centum of his household income for each such taxable year;

(6) the tax system which results within the State provides for an equitable distribution within that State of the burden of financing public elementary and secondary education;

(7) (A) (i) to the extent consistent with number of children in the school districts of such State who are enrolled in private nonprofit elementary and secondary schools, such State, after consultation with the appropriate private school officials, will provide for the benefit of such children in such schools secular, neutral, or nonideological services, materials, and equipment including such facilities as necessary for their provision, consistent with subparagraph (B) of this section, or, if such are not

feasible or necessary in one or more of such private schools as determined by the State after consultation with the appropriate private school officials, such other arrangements, as dual enrollments, which will assure adequate participation of such children, and (ii) from the funds received by such State under the provisions of section 203, such State will expend for the purposes of fulfilling the requirements of this paragraph, an amount which bears the same ratio to the total amount received under section 203 as the number of children enrolled in private nonprofit schools who are counted for purposes of section 203 (b) bears to the total number of such children enrolled in elementary and secondary schools in the school districts of such State;

(B) (i) the control of funds provided under this title and title to property acquired therewith shall be in a public agency for the uses and purposes provided in this section, and that a public agency will administer such funds and property; (ii) the provision of services pursuant to subparagraph (A) shall be provided by employees of a public agency or through contract by a public agency with a person, an association, agency, or corporation who or which in the provision of such services, is independent of such private school and any religious organization, and such employment or contract shall be under the control and supervision of a public agency; and (iii) the funds provided under this title shall not be commingled with State or local funds; and

(8) the State will make to the Commissioner—

(A) periodic reports evaluating the effectiveness of programs assisted under this title in improving educational attainment, and

(B) such other reports as may be reasonably necessary to enable the Commissioner to perform his duties under this title.

(c) The Commissioner shall approve a State plan which meets the requirements specified in this section, and he shall not finally disapprove a State plan except after reasonable notice and opportunity for a hearing to the State.

(d) Upon approval of a State plan pursuant to this section, the provisions of such plan shall constitute the terms of a contract between the United States and the State educational agency, which shall be specifically enforceable in an action brought by the United States.

PAYMENTS TO STATES

SEC. 205. (a) The Commissioner shall, subject to the provisions of section 303, from time to time pay to each State the amount which it is entitled to receive under this title,

(b) The Commissioner shall pay to each State an amount equal to the amount expended by it for the proper and efficient performance of its duties under this title, except that the total of such payments in any fiscal year shall not exceed—

(1) 1 per centum of the equalization grant made to such State within that fiscal year; or

(2) $150,000, whichever is the greater, or $25,000 in the case of Puerto Rico, Guam, American Samoa, the Virgin Islands, or the Trust Territory of the Pacific Islands.

TITLE III—GENERAL PROVISIONS

CONDITION ON AUTHORIZATION

SEC. 301. Notwithstanding any other provisions of this Act, no funds are authorized to be appropriated to carry out the provisions of this Act for any fiscal year when funds are not appropriated for the program authorized under title I of the Elementary and Secondary Education Act at least equal to the sum of $3,000,000,000.

ACCOUNTING AND PUBLIC INFORMATION

SEC. 302. (a) Each State participating in the program authorized in either title I or in title II shall require that the local educational agencies within that State use a uniform accounting method.

(b) Each State participating in the program authorized in either title I or in title II shall require that the local educational agencies within that State make readily available to the public student achievement and expenditure data by school.

WITHHOLDINGS

SEC. 203. (a) Whenever the Commissioner, after reasonable notice and opportunity for a hearing to any State, finds that there has been a failure to comply substantially with any requirements set forth in section 103, 104, or 204, the Commissioner shall notify the State that further payments will not be made to the State under this Act (or, in his discretion, that the State shall not make further payments under this Act to specified local educational agencies affected by the failure) until he is satisfied that there is no longer any such failure to comply. Until he is so satisfied, no further payments shall be made to the State under this Act, or payments by the State under this Act shall be limited to local educational agencies not affected by the failure, as the case may be.

(b) (1) If a State, or local educational agency within a State, is prohibited by law from providing for the participation of children enrolled in private nonprofit elementary and secondary schools as required in this Act, the Commissioner may waive such requirement with respect to local educational agencies in such State and, upon approval of an application from a State educational agency under title I or of the State plan adopted pursuant to title II, shall arrange for the provision of services to such children enrolled in any nonprofit private elementary or secondary school located within the school district of such agency or the school districts of agencies within the State. The services to be provided through arrangements made by the Commissioner under this paragraph shall be comparable to the services to be provided by such local educational agency or by the State. The Commissioner shall pay the cost of such arrangements from such local educational agency's entitlement or from the State's allotment.

(2) In determining the amount to be paid pursuant to paragraph (1), the Commissioner shall take into account the number of children in such schools who were counted for purposes of section 102 or section 203.

(3) If the Commissioner determines that a local educational agency or a State has substantially failed to provide for the participation on an equitable basis of children enrolled in private nonprofit elementary and secondary schools as required by this Act, he shall arrange for the provision of services to children enrolled in the nonprofit private elementary or secondary school or schools located within the school district of such local educational agency or State, which services shall, to the maximum extent feasible, be comparable with the services which would have been provided such children had the local educational agency or State ful-

filled the requirements of this Act. The Commissioner shall pay the cost of such services from the grant to such local educational agency or State and shall have the authority for this purpose of recovering from such agency any funds paid to it under such grant.

JUDICIAL REVIEW

SEC. 304. (a) If any State is dissatisfied with the Commissioner's final action with respect to the approval of its application submitted under section 104 or its State plan submitted under section 204 or with his final action under section 303, such State may, within sixty days after notice of such action, file with the United States court of appeals for the circuit in which such State is located a petition for review of that action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Commissioner. The Commissioner thereupon shall file in the court the record of the proceedings on which he based his action, as provided in section 2112 of title 28, United States Code.

(b) The findings of fact by the Commissioner, if supported by substantial evidence, shall be conclusive; but the court, for good cause shown, may remand the case to the Commissioner to take further evidence, and the Commissioner may thereupon make new or modified findings of fact and may modify his previous action, and shall file in the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence.

(c) Upon the filing of such petition, the court shall have jurisdiction to affirm the action of the Commissioner or to set it aside, in whole or in part. The judgment of the court shall be subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code.

DEFINITIONS

SEC. 305. For purposes of this Act—

(1) The term "Commissioner" means the Commissioner of Education.

(2) The term "elementary school" means a day or residential school which provides elementary education, as determined under State law; and the term "secondary school" means a day or residential school which provides secondary education, as determined under State law, except that it does not include any education provided beyond grade 12.

(3) The term "equipment" includes machinery, utilities, and built-in equipment and any necessary enclosures or structures to house them, and includes all other items necessary for the provision of education services, such as instructional equipment and necessary furniture, printed, published, and audiovisual instructional materials and other related material.

(4) The term "gross rent" means rental paid solely for the right of occupancy of a homestead, exclusive of charges for any utilities, services, furniture, furnishings, or personal property appliances furnished by the landlord as part of the rental agreement whether or not expressly set out in the rental agreement.

(5) The term "homestead" means the dwelling, whether owned or rented, and so much of the land surrounding it, not exceeding one acre, as is reasonably necessary for use of the dwelling as a home, and may consist of a part of a multidwelling or multipurpose building and a part of the land upon which it is built. The term does not include personal property such as furniture, furnishings, or appliances; but a mobile home may be a homestead.

(6) The term "household" means an individual and spouse.

(7) The term "household income" means all income received by all persons of a household in a calendar year while members of the household.

(8) The term "income" means the sum of Federal adjusted gross income as defined in the Internal Revenue Code of the United States, the amount of capital gains excluded from adjusted gross income, alimony, support money, nontaxable strike benefits, cash public assistance and relief (not including relief granted under this Act), the gross

amount of any pension or annuity (including railroad retirement benefits, all payments received under the Federal Social Security Act, State unemployment insurance laws, and veterans' disability pensions), nontaxable interest received from the Federal Government or any of its instrumentalities, workman's compensation, and the gross amount of "loss of time" insurance. It does not include gifts from nongovernmental sources, or surplus foods or other relief in kind supplied by a governmental agency.

(9) The term "local educational agency" means a public board of education or other public authority legally constituted within a State for either administrative control or direction of, or to perform a service function for, public elementary or secondary schools in a city, county, township, school district, or other political subdivision of a State, or such combination of school districts or counties as are recognized in a State as an administrative agency for its public elementary or secondary schools. Such term also includes any other public institution or agency having administrative control and direction of public elementary or secondary schools.

(10) The term "nonprofit" as applied to a school means a school owned and operated by one or more nonprofit corporations or associations no part of the net earnings of which inures, or may lawfully inure, to the benefit of any private shareholder or individual.

(11) The term "rent constituting real property taxes" means 25 per centum of the gross rent actually paid in cash or its equivalent in any calendar year by an individual solely for the right of occupancy of his homestead (not exceeding one at any one time) in the calendar year, and which rent constitutes the basis, in the succeeding calendar year, of a claim for relief under this Act by the individual.

(12) The term "State" means the fifty States, the District of Columbia, and, except for purposes of sections 102 (b) and 203 (b), Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands.

(13) The term "State educational agency" means the State board of education or other agency or officer primarily responsible for the State supervision of public elementary and secondary schools.

93d CONGRESS
1st Session

H. R. 69

IN THE HOUSE OF REPRESENTATIVES

JANUARY 3, 1973

Mr. PERKINS introduced the following bill; which was referred to the Committee on Education and Labor

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A BILL

To extend and amend the Elementary and Secondary Education Act of 1965, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Elementary and Secondary Education Amendments of 1973".

TITLE I—EXTENSION OF PROGRAMS

EXTENSION OF TITLE I PROGRAMS

SEC. 101. Section 102 of title I of the Elementary and Secondary Education Act of 1965 (hereinafter referred to as "the Act"), is amended by striking out "1973" and inserting in lieu thereof "1978".

EXTENSION OF SCHOOL LIBRARY PROGRAM

SEC. 102. (a) Section 201 (b) of the Act is amended by inserting before the period at the end thereof the following: ", and each of the five succeeding fiscal years".

(b) The third sentence of section 202 (a) (1) of the Act is amended by striking out "for the fiscal year ending June 30, 1968, and each of the succeeding fiscal years ending prior to July 1, 1973,".

(c) Section 204 (b) of the Act is amended by striking out "for any fiscal year ending prior to July 1, 1973,".

EXTENSION OF PROGRAMS FOR SUPPLEMENTARY EDUCATIONAL CENTERS AND SERVICES AND GUIDANCE, COUNSELING, AND TESTING

SEC. 103. (a) The first sentence of section 301 (b) of the Act is amended by inserting before the period at the end thereof the following: ", and each of the five succeeding fiscal years".

(b) The third sentence of section 302 (a) (1) of the Act is amended by striking out "for each fiscal year ending prior to July 1, 1973,".

(c) The first sentence of section 305 (c) of the Act is amended by striking out "1973" and inserting in lieu thereof "1978".

EXTENSION OF PROGRAMS TO STRENGTHEN STATE AND LOCAL EDUCATIONAL AGENCIES

SEC. 104. (a) Section 501 (b) of the Act is amended by inserting before the period at the end thereof the following: ", and each of the five succeeding fiscal years".

(b) Section 521 (b) of the Act is amended by inserting before the period at the end thereof the following: ", and each of the five succeeding fiscal years".

(c) Section 531 (b) of the Act is amended by inserting before the period at the end thereof the following: ", and each of the five succeeding fiscal years".

EXTENSION OF BILINGUAL EDUCATION PROGRAMS

SEC. 105. Section 703 (a) of the Act is amended by inserting before the period at the end thereof the following: ", and each of the five succeeding fiscal years".

EXTENSION OF DROP-OUT PREVENTION PROGRAMS

SEC. 106. Section 807 (c) of the Act is amended by inserting before the period at the end thereof the following: ", and each of the five succeeding fiscal years".

EXTENSION OF DEMONSTRATION PROJECTS TO IMPROVE SCHOOL NUTRITION AND HEALTH SERVICES

SEC. 107. Section 808 (d) of the Act is amended by inserting before the period at the end thereof the following: ", and each of the five succeeding fiscal years".

EXTENSION OF PROGRAM FOR IMPROVEMENT OF EDUCATIONAL OPPORTUNITIES FOR INDIAN CHILDREN

SEC. 108. Section 810(g) of the Act is amended by striking out "two" and inserting in lieu thereof "five".

EXTENSION OF PROGRAMS OF ASSISTANCE TO FEDERALLY IMPACTED SCHOOL DISTRICTS

SEC. 109. (a) Sections 2(a), 3(b), 4(a), and 7(a)(1) of the Act of September 30, 1950 (Public Law 874, Eighty-first Congress), are amended by striking out "1973" and inserting in lieu thereof "1978".

(b) (1) Sections 3(a), and 16(a)(1) of the Act of September 23, 1950 (Public Law 815, Eighty-first Congress), are amended by striking out "1973" and inserting in lieu thereof "1978".

(2) Section 15(15) of such Act is amended by striking out "1968–1969" and inserting in lieu thereof "1973–1974".

EXTENSION OF PROGRAMS OF ASSISTANCE TO LOCAL EDUCATIONAL AGENCIES FOR EDUCATION OF INDIAN CHILDREN

SEC. 110. Section 303(a)(1) of the Indian Elementary and Secondary School Assistance Act is amended by striking out "1975" and inserting in lieu thereof "1978".

EXTENSION OF PROGRAMS FOR THE EDUCATION OF THE HANDICAPPED

SEC. 111. (a) Section 611 (b) of the Education of the Handicapped Act is amended by inserting before the period at the end thereof the following: ", and each of the five succeeding fiscal years".

(b) Section 612 (a) (1) (B) of such Act is amended by striking out "for each fiscal year ending prior to July 1, 1973,".

(c) Section 626 of such Act is amended by inserting after "1973," the following: "and each of the five succeeding fiscal years,".

(d) Section 636 of such Act is amended by inserting before the period at the end thereof the following: ", and each of the five succeeding fiscal years".

(e) Section 644 of such Act is amended by inserting after "1973," the following: "and each of the five succeeding fiscal years,".

(f) Section 661 (c) of such Act is amended by striking out "1973" and inserting in lieu thereof "1978".

EXTENSION OF ADULT EDUCATION ACT

SEC. 112. (a) Section 312 (a) of the Adult Education

Act is amended by striking out "June 30, 1972, and June 30, 1973" and inserting in lieu thereof "prior to July 1, 1978".

(b) Section 314 (d) of such Act is amended by striking out "two" and inserting in lieu thereof "five".

EXTENSION OF ADVISORY COMMITTEES

SEC. 113. (a) Section 148 (c) of title I of the Act is amended by adding at the end thereof the following new sentence: "Subject to section 448 (b) of the General Education Provisions Act, the National Council shall continue to exist until July 1, 1978."

(b) Section 309 (c) of the Act is amended by adding at the end thereof the following new sentence: "Subject to section 448 (b) of the General Education Provisions Act, the Council shall continue to exist until July 1, 1978."

(c) Section 541 (a) (1) of the Act is amended by adding at the end thereof the following new sentence: "Subject to section 448 (b) of the General Education Provisions Act, the National Council shall continue to exist until July 1, 1978."

(d) Section 708 (a) of the Act is amended by adding at the end thereof the following new sentence: "Subject to section 448 (b) of the General Education Provisions Act, the Advisory Committee shall continue to exist until July 1, 1978."

(e) Section 442 (a) of the Education Amendments of

1972 is amended by adding at the end thereof the following new sentence: "Subject to section 448(b) of the General Education Provisions Act, the National Council shall continue to exist until July 1, 1978."

TITLE II—AMENDMENTS OF EXISTING PROGRAMS

ALLOCATION OF FUNDS

SEC. 201. Section 103(a) of title I of the Act is amended to read as follows:

"SEC. 103. (a) (1) There is authorized to be appropriated for each fiscal year for the purpose of this paragraph an amount equal to not more than 3 per centum of the amount appropriated for such year for payments to States under section 143(a) (other than payments under such section to jurisdictions excluded from the term 'State' by this subsection). The amount appropriated pursuant to the paragraph shall be allotted (A) among Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands according to their respective need for grants under this part, (B) to the Secretary of the Interior in the amount necessary (i) to make payments pursuant to subsection (d) (1), and (ii) to make payments pursuant to subsection (d) (2). The grant which a local educational agency in Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific

Islands is eligible to receive shall be determined pursuant to such criteria as the Commissioner determines will best carry out the purposes of this part.

"(2) In any case in which the Commissioner determines that satisfactory data for that purpose are available, the grant which a local educational agency in a State shall be eligible to receive under this part for a fiscal year shall (except as provided in paragraph (3)) be determined under the next two sentences. First, the agency shall be eligible to receive an amount equal to $300 for each child counted under subsection (c). Then, from any funds available for making payments under this part after making grants in the amounts determined under the preceding sentence, the agency shall be eligible to receive an amount arrived at by multiplying the number of children counted under subsection (c) by 50 per centum of the average per pupil expenditure in the State or, if greater, in the United States. In any case in which such data are not available, subject to paragraph (3), the grant for any local educational agency in a State shall be determined on the basis of the aggregate amount of such grants for all such agencies in the county or counties in which the school district of the particular agency is located, which aggregate amount shall be equal to the aggregate amount determined under the two preceding sentences for such county or counties, and shall be allocated among those agencies upon such equitable basis as may be determined by the State educational agency in accordance with basic criteria prescribed by the Commissioner.

"(3) (A) Upon determination by the State educational agency that a local educational agency in the State is unable or unwilling to provide for the special educational needs of children described in clause (C) of paragraph (1) of subsection (c), who are living in institutions for neglected or delinquent children, the State educational agency shall, if it assumes responsibility for the special educational needs of such children, be eligible to receive a portion of the allocation to such local educational agency which is attributable to such neglected or delinquent children, but if the State educational agency does not assume such responsibility, any other State or local public agency, as determined by regulations established by the Commissioner, which does assume such responsibility shall be eligible to receive such portion of the allocation.

"(B) In the case of local educational agencies which serve in whole or in part the same geographical area, and in the case of a local educational agency which provides free public education for a substantial number of children who reside in the school district of another local educational agency, the State educational agency may allocate the amount of the grants for those agencies among them in such manner as it determines will best carry out the purposes of this part.

"(4) For purposes of this subsection, the term 'State' does not include Peutro Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands."

TECHNICAL AMENDMENT

SEC. 202. Section 103 (b) of title I of the Act is amended by striking out "aged five to seventeen, inclusive, described in clauses (A), (B), and (C) of the first sentence of paragraph (2) of subsection (a)" and inserting in lieu thereof "counted under subsection (c)".

DETERMINATION OF NUMBER OF CHILDREN TO BE COUNTED

SEC. 203. (a) Section 103 (c) of title I of the Act is amended to read as follows:

"(c) (1) The number of children to be counted for purposes of this section is the number of children in the school district of the local educational agency who are aged five to seventeen, inclusive, and are (A) in families having an annual income of less than $4,000, (B) in families receiving an annual income in excess of $4,000 from payments under the program of aid to dependent children under a State plan approved under title IV of the Social Security Act, or (C) living in institutions for neglected or delinquent children (other than such institutions operated by the United States) but not counted pursuant to section 123 for the purposes of a grant to a State agency, or being supported in foster homes with public funds."

(b) Section 103 (d) of title I of the Act is redesignated as paragraph "(2)" of subsection (c), and is amended by striking out "the low-income factor (as established pursuant to subsection (c))" both times it appears and inserting in lieu thereof "$4,000", and by striking out "the low-income factor" and inserting in lieu thereof "$4,000".

(c) Section 103 of the Act is amended by striking out subsection (e).

SPECIAL USE OF FUNDS FOR INDIAN CHILDREN

SEC. 204. (a) Section 103 of title I of the Act is amended by adding at the end thereof the following:

"(d) (1) The terms on which payment shall be made to the Department of the Interior under this section shall include provision for payments by the Secretary of the Interior to local educational agencies with respect to out-of-State Indian children in the elementary or secondary schools of such agencies under special contracts with that Department. The amount of any such payment may not exceed, for each such child, one-half the average per pupil expenditure in the State in which the agency is located.

"(2) The maximum amount allotted for payments to the Secretary of the Interior under clause (B) (ii) in the second sentence of subsection (a) (1) for any fiscal year shall be the amount necessary to meet the special educational needs of educationally deprived Indian children on reservations serviced by elementary and secondary schools operated for Indian children by the Department of the Interior, as determined pursuant to criteria established by the Commissioner. Such payments shall be made pursuant to an agreement between the Commissioner and the Secretary containing such assurances and terms as the Commissioner determines will best achieve the purposes of this part. Such agreement shall contain (A) an assurance that payments made pursuant to this subparagraph will be used solely for programs and projects approved by the Secretary of the Interior which meet the applicable requirements of section 141 (a) and that the Department of the Interior will comply in all other respects with the requirements of this title, and (B) provision for carrying out the applicable provisions of sections 141 (a) and 142 (a) (3)."

STATE OPERATED PROGRAMS

SEC. 205. Title I of the Act is amended by inserting the following in lieu of parts B and C:

"PART B—STATE OPERATED PROGRAMS

"PROGRAMS FOR HANDICAPPED CHILDREN

"SEC. 121. (a) A State agency which is directly responsible for providing free public education for handicapped children (including mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, crippled, or other health impaired children who by reason thereof require special education), shall be eligible to receive a grant under this section for any fiscal year.

"(b) The maximum grant which an agency shall be eligible to receive under this section shall be an amount equal to 50 per centum of the average per pupil expenditure in the State or, if greater, in the United States, multiplied by the number of such children in average daily attendance, as determined by the Commissioner, at schools for handicapped children operated or supported by the State agency, including schools providing special education for handicapped children under contract or other arrangement with such State agency, in the most recent fiscal year for which satisfactory data are available. In the event the amount appropriated for a fiscal year to carry out this section is insufficient to pay all the maximum grants for which State agencies are eligible under this section, the maximum grant of each such agency shall be ratably reduced.

"(c) A State agency shall use the payments made under this section only for programs and projects (including the acquisition of equipment and, where necessary, the construction of school facilities) which are designed to meet the special educational needs of such children.

"PROGRAMS FOR MIGRATORY CHILDREN

"SEC. 122. (a) (1) A State educational agency or a combination of such agencies, upon application, may receive a grant for any fiscal year under this section to establish or improve, either directly or through local educational agencies, programs of education for migratory children of migratory agricultural workers. The Commissioner may approve such an application only upon his determination—

"(A) that payments will be used for programs and projects (including the acquisition of equipment and where necessary the construction of school facilities) which are designed to meet the special educational needs of migratory children of migratory agricultural workers, and to coordinate these programs and projects with similar programs and projects in other States, including the transmittal of pertinent information with respect to school records of such children;

"(B) that in planning and carrying out programs and projects there has been and will be appropriate coordination with programs administered under part B of Title III of the Economic Opportunity Act of 1964;

"(C) that such programs and projects will be administered and carried out in a manner consistent with the basic objectives of clauses (1) (B) and (2) through (12) of subsection (a), and of section 142; and

"(D) that, in planning and carrying out programs and projects, there has been adequate assurance that provision will be made for the preschool educational needs of migratory children of migratory agricultural workers, whenever such agency determines that compliance with this clause will not detract from the operation of programs and projects described in clause (A) of this paragraph after considering the funds available for this purpose.

The Commissioner shall not finally disapprove an application of a State educational agency under this paragraph except after reasonable notice and opportunity for a hearing to the State educational agency.

"(2) If the Commissioner determines that a State is unable or unwilling to conduct educational programs for migratory children of migratory agricultural workers, or that it would result in more efficient and economic administration, or that it would add substantially to the welfare or educational attainment of such children, he may make special arrangements with other public or nonprofit private agencies to carry out the purposes of this section in one or more States, and for this purpose he may use all or part of the maximum total of grants available for such State or States under this section.

"(3) For purposes of this subsection, with the concurrence of his parents, a migratory child of a migratory agricultural worker shall be deemed to continue to be such a child for a period, not in excess of five years, during which he resides in the area served by the agency carrying on a program or project under this subsection. Such children who are presently migrant, as determined pursuant to regulations of the Commissioner, shall be given priority in the consideration of programs and activities contained in applications submitted under this subsection.

"(b) The maximum total grants which shall be made available for use in any State for this section shall be an amount equal to 50 per centum of the average per pupil expenditure in that State or, if greater, in the United States multiplied by (1) the estimated number of such migratory children aged five to seventeen, inclusive, who reside in the State full time, and (2) the full-time equivalent of the estimated number of such migratory children aged five to seventeen, inclusive, who reside in the State part time, as determined by the Commissioner in accordance with regulations, except that if, in the case of any State, such amount exceeds the amount required under subsection (a), the Commissioner shall allocate such excess, to the extent necessary, to other States whose maximum total of grants under this sentence would otherwise be insufficient for all such children to be served in such other States. In the event the amount appropriated for a fiscal year to carry out this section is insufficient to pay all the maximum grants for which State agencies are eligible under this section, the maximum grant of each such agency shall be ratably reduced.

"PROGRAMS FOR NEGLECTED OR DELINQUENT CHILDREN

"SEC. 123. (a) A State agency which is directly responsible for providing free public education for children in institutions for neglected or delinquent children or in adult correctional institutions, if such funds are used solely for children, shall be eligible to receive a grant under this title for any fiscal year.

"(b) The maximum grant which such an agency shall be eligible to receive shall be an amount equal to 50 per centum of the average per pupil expenditure in that State or, if greater, in the United States multiplied by the number of such children in average daily attendance, as determined by the Commissioner, at schools for such children operated or supported by that agency, including schools providing education for such children under contract or other arrangement with such agency, in the most recent fiscal year for which satisfactory data are available. In the event the amount appropriated for a fiscal year to carry out this section is insufficient to pay all the maximum grants for which State agencies are eligible under this section, the maximum grant of each such agency shall be ratably reduced.

"(c) A State agency shall use payments under this section only for programs and projects (including the acquisition of equipment and where necessary the construction of school facilities) which are designed to meet the special educational needs of such children."

ADJUSTMENTS NECESSITATED BY APPROPRIATIONS

SEC. 206. The first sentence of section 144 of title I of the Act is amended to read as follows: "If the sums appropriated for any fiscal year for making the payments provided in part A of this title are not sufficient to pay in full the total amounts which all local educational agencies are eligible to receive under part A of this title for such year the allocations to such agencies shall, subject to adjustments under the next sentence be ratably reduced to the extent necessary to bring the aggregate of such allocations within the limits of the amounts so appropriated. The allocation of a local educational agency which would be reduced under the preceding sentence to below the amount of its allocation under this section for the fiscal year ending June 30, 1972, shall be increased to such amount, the total of the increases thereby required being derived by proportionately reducing the allocations of the remaining local educational agencies, under the preceding sentence, but with such adjustments as may be necessary to prevent the allocation of any of such remaining local educational agencies from being thereby reduced to less than such amount.

TECHNICAL AND CONFORMING AMENDMENTS TO TITLE I OF ESEA

SEC. 207. (a) Section 141 (a) (4) of title I of the Act is amended by striking out "section 145" and inserting in lieu thereof "section 433 of the General Education Provisions Act".

(b) Section 141 (a) (13) and section 141 (c) of title I of the Act are repealed.

(c) (1) Section 142 (a) of title I of the Act is amended by striking out "described in section 141 (c)" and inserting in lieu thereof "provided for in section 122".

(2) Section 142 (a) (1) of title I of the Act is amended by striking out "section 103 (a) (5)" and inserting in lieu thereof "section 121".

(d) Section 143 (a) (2) of title I of the Act is amended by striking out "or section 131".

(e) Section 143 (b) (1) of title I of the Act is amended to read as follows:

"(1) 1 per centum of the amount allocated to the State and its local educational agencies in the State as determined for that year under this title; or".

(f) The second and third sentences of section 144 of title I of the Act are each amended by striking out "section 103 (a) (6)" and inserting in lieu thereof "section 122".

(g) Sections 146 and 147 of title I of the Act are each amended by striking out "section 141 (c)" and inserting in lieu thereof "section 122".

(h) Part D of title I of the Act (and any cross reference thereto) is redesignated as part C, and sections 141 through 149 of title I of the Act (and cross references thereto) are redesignated as sections 131 through 139, respectively.

(i) Section 402 of the Act of September 30, 1950 (Public Law 874, Eighty-first Congress) is amended by adding at the end thereof the following new paragraph:

"(16) The 'average per pupil expenditure' in a State, or in the United States, shall be the aggregate current expenditures, during the second fiscal year preceding the fiscal year for which the computation is made, (or, if satisfactory data for that year are not available at the time of computation, then during the earliest preceding fiscal year for which satisfactory data are available) of all local educational agencies as defined in section 403 (6) (A) in the State, or in the United States (which for the purposes of this subsection means the fifty States and the District of Columbia), as the case may be, plus any direct current expenditures by the State for operation of such agencies (without regard to the sources of funds from which either of such expenditures are made), divided by the aggregate number of children in average daily attendance to whom such agencies provided free public education during such preceding year."

EXCLUSION OF CERTAIN CHILDREN AS FEDERALLY CONNECTED CHILDREN UNDER PROGRAMS OF ASSISTANCE FOR FEDERALLY IMPACTED SCHOOL DISTRICTS

SEC. 208. (a) (1) The second sentence of section 15 (1) of the Act of September 23, 1950 (Public Law 815, Eighty-first Congress), is amended by striking out "(B) any low-rent housing (whether or not owned by the United States) which is part of a low-rent housing project assisted under the United States Housing Act of 1937, and (C)" and inserting in lieu thereof "and (B)".

(2) The fourth sentence of section 15(1) of such Act is amended (A) by striking out "and" before "(B)" and inserting in lieu thereof a comma, and (B) by inserting before the period at the end thereof the following: ", or (C) any low-rent housing project held under title II of the National Industrial Recovery Act, the Emergency Re-

lief Appropriation Act of 1935, the United States Housing Act of 1937, the Act of June 28, 1940 (Public Law 671, Seventy-sixth Congress), or any law amendatory of or supplementary to any of such Acts".

(3) Section 3 of such Act is amended by striking out the last sentence thereof.

(4) Section 5(c) of such Act is amended by striking out the second sentence thereof.

(5) The amendments made by this subsection shall become effective July 1, 1973. For purposes of determining the eligibility of a local educational agency for assistance under such section 5 and in determining the number of federally connected children who are in average daily membership of the schools of such an agency during a base year and the increase since the base year in the number of such children under subsection (a) of such section 5, the amendments made by this section shall be deemed to have been in effect throughout the base period. Section 203(c)(2) of Public Law 91–230 is repealed.

(b)(1) The second sentence of section 303(1) of the Act of September 30, 1950 (Public Law 874, Eighty-first Congress), is amended by striking out "(C) any low-rent housing (whether or not owned by the United States) which is part of a low-rent housing project assisted under the United States Housing Act of 1937, section 516 of the

Housing Act of 1949, or part (B) of title III of the Economic Opportunity Act of 1964, and (D)" and inserting in lieu thereof "and (C)".

(2) The fourth sentence of such section 303(1) is amended to read as follows: "Notwithstanding the foregoing provisions of this paragraph, such term does not include (A) any real property used for a labor supply center, labor home, or labor camp for migratory farmworkers, (B) any real property under the jurisdiction of the Post Office Department and used primarily for the provision of postal services, or (C) any low-rent housing project held under title II of the National Industrial Recovery Act, the Emergency Relief Appropriation Act of 1935, the United States Housing Act of 1937, the Act of June 28, 1940 (Public Law 871 of the Seventy-sixth Congress), or any law amendatory or supplementary to any of such Acts".

(c) Subsection (c) of section 5 of such Act of September 30, 1950, is amended to read as follows:

"(c) If the funds appropriated for a fiscal year for making the payments provided in this title are not sufficient to pay in full the total amounts which the Commissioner estimates all local educational agencies will be entitled to receive under this title for such year, the Commissioner shall, subject to any limitation contained in the Act appropriating such funds, allocate such funds, other than so much thereof as he estimates to be required for section 6, among sections 2, 3, and 4 (a) in the proportion that the amount he estimates to be required under each such section bears to the total estimated to be required under all such sections. The amount thus allocated to any such section shall be available for payment of a percentage of the amount to which each local educational agency is entitled under such section (including, in the case of section 3, any increases under subsection (c) (4) thereof), such percentage to be equal to the percentage which the amount thus allocated to such section is of the amount to which all such agencies are entitled under such section. In case the amount so allocated to a section for a fiscal year exceeds the total to which all local educational agencies are entitled under such sections for such year or in case additional funds become available for carrying out such sections, the excess, or such additional funds, as the case may be, shall be allocated by the Commissioner, among the sections for which the previous allocations are inadequate, on the same basis as is provided above for the initial allocation.

(4) The amendments made by this subsection shall become effective July 1, 1973.

TITLE III—STUDY OF LATE FUNDING OF ELEMENTARY AND SECONDARY EDUCATION PROGRAMS

SEC. 301. (a) The Commissioner of Education shall make a full and complete investigation and study to determine—

(1) the extent to which late funding of Federal programs to assist elementary and secondary education handicaps local educational agencies in the effective planning of their education programs, and the extent to which program quality and achievement of program objectives is adversely affected by such late funding, and

(2) means by which, through legislative or administrative action, the problem can be overcome.

(b) Not later than one year after the date of enactment of this Act, the Commissioner of Education shall make a report to the Congress on the study required by subsection (a), together with such recommendations as he may deem appropriate.

93D CONGRESS
1ST SESSION

H. R. 5163

IN THE HOUSE OF REPRESENTATIVES

MARCH 5, 1973

Mr. QUIE introduced the following bill; which was referred to the Committee on Education and Labor

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A BILL

To amend title I of the Elementary and Secondary Education Act of 1965 to provide for a more concerted and individualized attack on educational disadvantage based upon assessments of educational proficiency, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Educationally Disadvantaged Children's Act of 1973".

SEC. 2. The Elementary and Secondary Education Act of 1965 is amended by striking out the first title and inserting in lieu thereof the following new title:

"TITLE I—FINANCIAL ASSISTANCE TO STATE AND LOCAL EDUCATIONAL AGENCIES FOR PROGRAMS TO IMPROVE THE EDUCATIONAL PROFICIENCY OF CHILDREN WHO ARE EDUCATIONALLY DISADVANTAGED

"DECLARATION OF POLICY

"SEC. 101. In recognition of the special educational needs of children whose educational attainment is significantly lower than that reasonably expected of children of the same age and grade level, the additional costs to educational agencies of correcting such deficiencies, and the social and economic consequences to the Nation of educational failure, the Congress hereby declares it to be the policy of the United States to provide financial assistance to State and local educational agencies for programs which involve an assessment of deficiencies in basic learning skills of children and individualized efforts to overcome such deficiencies (including those resulting from a physical or mental handicap or from a lack of ability in the English language).

"DURATION OF ASSISTANCE

"SEC. 102. The Commissioner shall, in accordance with the provisions of this title, make payments to State educational agencies for authorized State programs and for grants to local educational agencies for the period beginning July 1, 1975.

"AUTHORIZATION OF APPROPRIATIONS

"SEC. 103. There is hereby authorized to be appropriated for the fiscal year ending June 30, 1974, and for each of the four succeeding fiscal years, such sums as may be necessary for carrying out this title.

'PART A—NATIONAL COMMISSION ON EDUCATIONAL DISADVANTAGE

"SEC. 111. (a) (1) There is hereby established a National Commission on Educational Disadvantage (hereinafter referred to in this title as the 'Commission') consisting of fifteen members appointed by the President, one of whom the President shall designate to serve as Chairman, and one as Vice Chairman of the Commission. Members of the Commission shall be appointed not later than sixty days after the date of enactment of this Act.

"(2) The Commissioner of Education shall serve as an ex officio member of the Commission. Members not serving ex officio shall be appointed without regard to the provisions of title 5, United States Code, governing appointment in the competitive service, for terms of five years except that (A) in the case of the initial members, four shall be appointed for terms of two years each, five shall be appointed to terms of three years each, and five shall be appointed to terms of five years each, and (B) appointments to fill the unexpired portion of any term shall be for such portion only.

"(3) Members of the Commission shall be broadly representative of American education, and of the general public, and shall include among them persons who are recognized experts in the field of educational assessment.

"(b) (1) There shall be a Director of the Commission, appointed by the President, who shall serve at the pleasure of the President.

"(2) The Director shall be compensated at the rate provided for level V of the Executive Schedule under section 5316 of title V, United States Code, and shall perform such duties and exercise such powers as the Commission may prescribe, and shall make available to the Commission such information and assistance as may be necessary to enable the Commission to carry out its functions.

"(c) (1) The Department of Health, Education, and Welfare shall provide the Commission with necessary administrative services for which payment shall be made in advance, or by reimbursement, from funds of the Commission and in such amounts as may be agreed upon by the Commission and the Secretary of Health, Education, and Welfare. The Commission shall have authority to accept in the name of the United States, grants, gifts, or bequests of money for immediate disbursement in furtherance of the functions of the Commission. Such grants, gifts, or bequests, after acceptance by the Commission, shall be paid by the donor or his representative to the Treasurer of the United States whose receipts shall be their acquittance. The Treasurer of the United States shall enter them into a special account to the credit of the Commission for the purposes in each case specified.

"(2) In order to carry out the provisions of this part, the Commission is authorized to—

"(A) enter into contracts with appropriate individuals and with public agencies and private organizations;

"(B) appoint and fix the compensation of such personnel as may be necessary;

"(C) employ experts and consultants in accordance with section 3109 of title 5, United States Code;

"(D) utilize, with their consent, the services, personnel, information, and facilities of other Federal, State, local, and private agencies with or without reimbursement;

"(E) consult with the heads of such Federal agencies as it deems appropriate; and

"(F) conduct such hearings at such times and places as it deems appropriate for carrying out its functions under this part.

"FUNCTIONS OF THE COMMISSION

"SEC. 112. (a) The Commission shall, either directly or through grants to or contracts with individuals, public agencies, or private organizations, arrange for the development and administration of a test or tests designed to produce data showing the estimated number of educationally disadvantaged children in each State and in all the States. Such test or tests shall—

"(1) be administered to children between the ages of five and seventeen (inclusive) in each State who are selected in such manner and in such numbers and at such age and grade levels as to produce a scientifically valid cross-section of the school-age population of each State and of all the States;

"(2) be designed to measure the performance of children in terms of specific criteria determined or approved by the Commission as being appropriate standard of what children should know or be able to do at selected age or grade levels;

"(3) be confined to the subjects of reading and mathematics (including, where appropriate and if the Commission so determines, reading readiness and mathematics readiness for the youngest children or those in the earliest grades of school); and

"(4) be uniformly administered at such times and in such a manner (as determined by the Commission) as to produce results in each State which are suitable for comparison with those in every other State.

"(b) The Commission shall arrange for the administration of the first tests at the earliest feasible time during the fiscal year ending June 30, 1975, in order to certify to the Commissioner the estimated number of educationally disadvantaged children in each State and in all the States for the purposes of allocating funds to the States as required by section 121. Thereafter, the Commission shall provide for the administration of such tests at such intervals as it may deem necessary to provide reasonably current data for the allocation of funds among the States (except that the interval between such tests shall not exceed twenty-four months), and shall determine a time during the school year for the administration of such tests and shall certify the results to the Commissioner in order that he may allocate funds among the States for each fiscal year succeeding such certification.

"(c) The Commission shall review and evaluate the administration and operation of this title, including—

"(1) the design and administration of testing programs and their effectiveness in identifying educational disadvantage;

"(2) the equity of State allocations of funds made available under this title among local educational agencies, taking into account such factors as concentrations of educationally disadvantaged children, the needs of the most severely educationally disadvantaged children, and the financial capacity of local educational agencies to meet the needs of such children;

"(3) the validity and effectiveness of State methods of defining and identifying educational disadvantage pursuant to section 122(a)(1) and the criteria applied by the Commissioner in approving this portion of State applications under section 122; and

"(4) the effectiveness of programs financed under this title in improving the educational attainment of educationally disadvantaged children and the extent to which they are meeting the needs of all such children.

"(d) The Commission shall make such reports of its activities, findings, and recommendations (including recommendations for changes in the provisions of this title) as it may deem appropriate and shall make an annual report to the President and the Congress not later than March 31 of each calendar year (beginning with the calendar year 1975). The President is requested to transmit to the Congress such comments and recommendations as he may have with respect to such report.

"PART B—GRANTS TO STATES

"SEC. 121. (a) There is hereby authorized to be appropriated for each fiscal year for the purposes of this subsection an amount equal to not more than 3 per centum of the amount appropriated for such year for payments to States under section 141 (other than payments under such section to jurisdictions excluded from the term 'State' by this section), and the Commissioner shall allot the amount appropriated pursuant to this section among Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands according to their respective need for such grants.

"(b) The maximum grant which a State education agency shall be eligible to receive under this title for any fiscal year shall be an amount equal to 40 per centum of the average per pupil expenditure in the United States or, if greater, in that State (but not to exceed 150 per centum of such expenditure in the United States) multiplied by the number of children in that State who are aged five to seventeen, inclusive, and who—

"(1) are estimated to be educationally disadvantaged (as defined by section 146(1)) in accordance with procedures set forth in part A;

"(2) are counted in average daily membership (as determined by the Commissioner for the most recent fiscal year for which satisfactory data are available) in schools for handicapped children (including mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, crippled, or other health impaired children who by reason thereof require special education) operated or supported by a State agency which is directly responsible for providing free public education for such children, including schools providing special education for handicapped children under contract or other arrangement with such State agency;

"(3) are migratory children of migratory agricultural workers and are (or, with the assistance provided under this title, will be) enrolled in educational programs for such children established by the State education agency (either directly or through local educational agencies); and

"(4) are counted in average daily membership (as determined by the Commissioner for the most recent fiscal year for which satisfactory data are available) in schools for children in institutions for neglected or delinquent children, or in adult correctional institutions, and such schools are operated or supported by a State agency which is directly responsible for providing free public education for such children, including schools providing education for such children under contract or other arrangement with such State agency.

"(c) (1) For purposes of clauses (1) and (3) of subsection (b) the term 'State' does not include Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands.

"(2) A State agency shall use payments made on account of children counted under clauses (2), (3), and (4) of subsection (b) only for programs and projects (including the employment and training of personnel, and where necessary, the acquisition of equipment and the repair and minor remodeling of school facilities) which are designed to meet the special educational needs of such children.

"(3) The Commissioner shall determine the number of children counted under clause (3) of subsection (b) in each State, taking into account the estimated number of such children who reside in the State full time and the full-time equivalent of such children who reside in the State part time. In determining the number of migrant children the Commissioner shall utilize statistics made available by the migrant student record transfer system or such other system as he may determine accurately and fully reflects the actual number of migrant students, and he may approve applications for funds from a combination of State educational agencies which provide educational programs for such children. If he determines that a State is unable or unwilling to conduct educational programs for such children, or that it would contribute substantially to the welfare or educational attainment of such children, or to the more efficient management of the program, he may make special arrangements with other public or nonprofit private agencies to carry out the purposes of clause (3) of subsection (b) in one or more States, and for this purpose he may set aside on an equitable basis and use all or part of the grants available for such State or States.

"STATE APPLICATIONS

"SEC. 122. (a) A State educational agency may receive a grant under this title for any fiscal year only upon application therefor approved by the Commissioner. The Commissioner shall approve an application which contains assurances satisfactory to him that such agency is prepared to carry out the purposes of this title, and that—

"(1) such agency has (A) adopted a definition of educational disadvantage based upon a need for substantial improvement in basic cognitive skills, particularly in reading or mathematics or reading readiness or mathematics readiness, (B) instituted or is prepared to institute a testing program in all of the local educational agencies of the State to identify children who are educationally disadvantaged, and (C) chosen test instruments suitable for the purpose and outlined testing procedures reasonably certain to assure the integrity of the procedure and the accuracy of the result;

"(2) funds made available under clause (1) of subsection 121(b) will be allocated among the local educational agencies of the State for programs for educationally disadvantaged children in accordance with a plan which (A) is consistent with such basic criteria as the Commissioner may supply, and (B) is based upon the number of educationally disadvantaged children in the area served by each local educational agency;

"(3) payments to local educational agencies under this title will be used only for programs and projects which involve excess costs (as defined by section 146 (2)) and have been approved by the State educational agency and which meet the requirements of section 131;

"(4) the State education agency has adopted procedures designed to reasonably assure that the requirements of section 131 have been met; and

"(5) the State educational agency will make to the Commissioner (A) periodic reports evaluating the effectiveness of programs assisted under this title in improving the educational attainment of educationally disadvantaged children, and (B) such other reports as may be reasonably necessary to enable the Commissioner to perform his duties under this title (including the enforcement of such procedures as may be necessary to assure proper disbursement of, and accounting for, Federal funds paid to the State), and will keep such records and afford such access thereto as the Commissioner may find necessary.

"(b) The Commissioner shall approve an application which meets the requirements specified in subsection (a), and he shall not finally disapprove an application except after reasonable notice and opportunity for a hearing to the State educational agency.

"PART C—PROGRAMS OF LOCAL EDUCATIONAL AGENCIES

"APPLICATIONS

"SEC. 131. (a) A local educational agency may receive a grant under this title for any fiscal year only upon application therefor approved by the appropriate State educational agency, upon its determination (consistent with such basic criteria as the Commissioner may establish)—

"(1) That payments under this title will be used only to meet the excess costs (as defined by section 146(2) and determined by the State educational agency) of programs and projects (including employment and training of personnel, and where necessary, the acquisition of equipment and repair and minor remodeling of school facilities and plans made or to be made for such programs, projects, and facilities) (A) which are designed to meet the special educational needs of educationally disadvantaged children (including preschool programs for such children) and (B) which are of sufficient size and quality to give reasonable promise of substantial progress toward meeting those needs and to this end involve an expenditure of not less than $6,000, except that the State educational agency may with respect to any applicant waive such requirements if it determines that it would be impossible for reasons such as distance or difficulty of travel for the applicant to join effectively with other local educational agencies for the purpose of meeting the requirements. Two or more local educational agencies may enter into agreements, at their option, for carrying out jointly operated programs and projects under this title whenever they conclude that it would advance the purposes of this title.

"(2) That the requirements of section 132 (relating to programs and projects for educationally disadvantaged children enrolled in private nonprofit elementary and secondary schools) have been met.

"(3) That not less than 85 per centum of the expenditure for any program or project funded under this title shall be attributable to efforts to improve the basic cognitive skills of participating children in reading and mathematics, or in improving their readiness for reading and mathematics.

"(4) That for each child in a program or project funded under this title there shall be developed, maintained, and periodically evaluated an individualized written educational plan agreed upon jointly by the local educational agency, the parents or guardian of the child, and when appropriate, the child. If school officials provide satisfactory evidence of the inability or failure of parents or guardians to cooperate in such a program, the parental advisory committee established pursuant to this subsection shall be designated to act in the place of the parent or guardian of any such child. The plan shall include (A) a statement of the child's present levels of educational performance, (B) a statement of the long-range goals for the education of the child and the intermediate objectives related to the attainment of such goals, (C) a statement of the specific educational services to be provided to such child, (D) the projected date for initiation and the anticipated duration of such services, (E) objective criteria and evaluation procedures and a schedule for determining whether intermediate objectives are being achieved, and (F) a review of the plan with the parents or guardian at least annually with provision for such amendments to it as may be mutually agreed upon.

"(5) That effective procedures, including provisions for appropriate objective measurements of educational achievement, will be adopted for evaluating at least annually the overall effectiveness of programs and projects in meeting the educational needs of educationally disadvantaged children.

"(6) That (A) the local educational agency has provided satisfactory assurance that the control of funds provided under this title, and title to property derived therefrom, shall be in a public agency for the uses and purposes provided in this title, and that a public agency will administer such funds and property, (B) Federal funds made available under this title in no case will be so used as to supplant funds from non-Federal sources, and (C) State and local funds will be used in the district of such agency to provide services for educationally disadvantaged children and in areas in which programs or projects under this title are concentrated which, taken as a whole, are at least comparable to services being provided for other children or in other areas in such district which are not receiving funds under this title.

"(7) That in the event funds received under this title are not sufficient to provide a level of additional services established by the State educational agency as being the minimum required to conduct an effective program, such funds will be so utilized as to concentrate programs or projects (A) on children who are most severely educationally disadvantaged, or (B) in school attendance areas having the highest concentrations of educationally disadvantaged children, or (C) on age groups or grade levels where the most effective results may be obtained, or upon some combination of these factors as agreed upon with the State educational agency: *Provided, however,* That the Commissioner by regulation shall assure that consideration is given to the needs of the most severely educationally disadvantaged children in the utilization of funds under this paragraph.

"(8) In the case of any project for the repair or remodeling of school facilities, that the project shall be accessible to and usable by handicapped persons, and that the requirements of section 433 of the General Education Provisions Act (relating to labor standards) will be complied with on all such projects.

"(9) That the local educational agency has established or will establish a parental advisory committee, consisting of the parents of children to be served, in each school attendance area having a program or project funded under this title, which will be utilized in such a manner as to assure that the purposes of section 415 of the General Educational Provisions Act (relating to parental involvement) are carried out.

"(10) That the local educational agency will make an annual report and such other reports to the State educational agency, in such form and containing such information (which in the case of reports relating to performance is in accordance with specific performance criteria related to program objectives), as may be reasonably necessary to enable the State educational agency to perform its duties under this title, including information relating to the educational achievement of children participating in programs carried out under this title, and will keep such records and afford such access thereto (including access to parents and to other members of the general public) as the State educational agency may find necessary to assure the correctness and verification of such reports and to assure that such reports shall be public information.

"(b) The State educational agency shall not finally disapprove in whole or in part any application for funds under this title without first affording the local educational agency submitting the application reasonable notice and opportunity for a hearing.

"PARTICIPATION OF CHILDREN ENROLLED IN PRIVATE NONPROFIT SCHOOLS

"SEC. 132. (a) To the extent consistent with the number of educationally disadvantaged children in the school district of a local educational agency (whose application for funds has been approved under section 131) who are enrolled in private nonprofit elementary and secondary schools, such agency, after consultation with the appropriate private school officials, will provide for the benefit of such children in such schools secular, neutral, and nonideological services, materials, and equipment, including the repair or minor remodeling of such facilities as may be necessary for their provision (consistent with subsection (c) of this section), or, if such is not feasible or necessary in one or more such private schools as determined by the local educational agency after consultation with the appropriate private school officials, such other arrangements as will assure equitable participation of such children in the purposes and benefits of this title.

"(b) Expenditures for programs pursuant to subsection (a) shall be equal to those for programs for children enrolled in the public schools of the local educational agency, taking into account the needs of the individual children and other factors (pursuant to criteria supplied by the Commissioner) which relate to such expenditures, and when funds available to a local educational agency under this title must be used to concentrate programs or projects in the manner prescribed by section 131 (a) (7) educationally disadvantaged children enrolled in private nonprofit schools who are included within the group, attendance areas, or grade and age levels selected for such concentration shall, after consultation with the appropriate private school officials, be assured equitable participation in the purposes and benefits of such programs or projects.

"(c) (1) The control of funds provided under this title and title to materials, equipment, and property repaired or remodeled therewith shall be in a public agency for the uses and purposes provided in this title, and a public agency will administer such funds and property.

"(2) The provision of services pursuant to this section shall be provided by employees of a public agency or through contract by such public agency with a person, an association, agency, or corporation who or which in the provision of such services is independent of such private school and of any religious organization, and such employment or contract shall be under the control and supervision of such public agency, and the funds provided under this title shall not be commingled with State or local funds.

"Part D—General Provisions

"PAYMENT

"Sec. 141. (a) The Commissioner shall, subject to the provisions of section 142, from time to time pay to each State, in advance or otherwise, the amount which it is eligible to receive under this title. Such payments shall take into account the extent (if any) to which any previous payment to such State educational agency under this title (whether or not in the same fiscal year) was greater or less than the amount which should have been paid to it.

"(b) The Commissioner is authorized to pay to each State amounts equal to the amounts expended by it for the proper and efficient performance of its duties under this title (including the testing program required by section 122 (a) (1) and evaluations required by section 122 (a) (5)), except that the total of such payments in any fiscal year shall not exceed—

"(1) 2 per centum of the total maximum grants for the State as determined under part B for that fiscal year; or

"(2) $300,000 or $50,000 in the case of Puerto Rico, Guam, American Samoa, the Virgin Islands, or the Trust Territory of the Pacific Islands, whichever is the greater.

"(c) (1) No payments shall be made under this title for any fiscal year to a State which has taken into consideration payments under this title in determining the eligibility of any local educational agency in that State for State aid, or the amount of that aid, with respect to the free public education of children during that year or the preceding fiscal year.

"(2) No payments shall be made under this title to any local educational agency for any fiscal year unless the State educational agency finds that the combined per pupil expenditure (as determined in accordance with regulations of the Commissioner) of that agency and the State with respect to the provision of free, public education by that agency for the preceding fiscal year was not less than such combined per pupil effort for that purpose for the second preceding fiscal year.

"ADJUSTMENTS WHERE NECESSITATED BY APPROPRIATIONS

"SEC. 142. If the sums appropriated for any fiscal year for making the payments provided in this title are not sufficient to pay in full the total amounts which State educational agencies are eligible to receive under this title for such fiscal year such payments shall be ratably reduced, except that the amount available for payment to each State educational agency for the purposes of section 141 (b) need not be ratably reduced, but may be determined by the Commissioner in accordance with the needs of such agency. In case additional funds become available for making payments under this title for that year, such reduced amounts shall be increased on the same basis that they were reduced. In order to permit the most effective use of all appropriations made to carry out this title, the Commissioner may set dates by which State educational agencies must certify to him the amounts for which the applications of educational agencies have been or will be approved by the State. If the maximum grant a local educational agency would receive after any ratable reduction which may have been required under the first sentence of this section is more than an amount which the State educational agency determines, in accordance with regulations prescribed by the Commissioner, such agency will use, the excess amount shall be made available first to educational agencies in that State, except that the aggregate amount shall not exceed the maximum grant to which such agency would have been entitled. Determinations of the educational agencies to which such excess amounts shall be made available shall be made by the State educational agency in furtherance of the purposes of this title in accordance with criteria prescribed by the Commissioner which are designed to assure that such excess amounts will be made available to other eligible educational agencies with the greatest need. In the event excess amounts remain after carrying out the preceding two sentences of this section, such excess amounts shall be distributed among the other States as the Commissioner shall prescribe for use by local educational agencies in such States for the purposes of this title in such manner as the respective State educational agencies shall prescribe.

"ASSURANCE OF PARTICIPATION OF EDUCATIONALLY DISADVANTAGED CHILDREN ENROLLED IN PRIVATE NONPROFIT SCHOOLS

"SEC. 143. (a) If a State is prohibited by law from providing for the testing or evaluation of children enrolled in private nonprofit elementary and secondary schools, or for the participation in special programs for educationally disadvantaged children enrolled in such schools, as required by this title, the Commissioner may waive such requirement and shall arrange for the provision of services to such children through arrangements which shall be subject to the requirements of section 132.

"(b) If the Commissioner determines that a State has substantially failed to provide for the participation on an equitable basis of educationally disadvantaged children enrolled in private nonprofit elementary and secondary schools as required by this title, he shall arrange for the provision of services to such children through arrangements which shall be subject to the requirements of section 132.

"(c) When the Commissioner arranges for services pursuant to this section, he shall, after consultation with the appropriate public and private school officials, pay the cost of such services from the State's allotment under this title.

"WITHHOLDINGS

"SEC. 144. Whenever the Commissioner, after reasonable notice and opportunity for a hearing to any State educational agency, finds that there has been a failure to comply substantially with any of the assurances set forth in the application of that State approved under section 122 (a), or with the requirement of section 121 (c) (2), the Commissioner shall notify the agency that further payments will not be made to the State under this title (or, at his discretion, that further payments will not be made to specified local educational agencies or other institutions affected by the failure) until he is satisfied that there is no longer any such failure to comply. Until he is so satisfied, no further payments shall be made to the State under this title, or payments by the State educational agency under this title shall be limited to local educational agencies and other institutions not affected by the failure, as the case may be.

"JUDICIAL REVIEW

"SEC. 145. (a) If any State is dissatisfied with the Commissioner's final action with respect to the approval of its application submitted under section 122 or with his final action under section 144, such State may, within sixty days after notice of such action, file with the United States court of appeals for the circuit in which such State is located a petition for review of that action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Commissioner. The Commissioner thereupon shall file in the court the record of the proceedings on which he based his action, as provided in section 2112 of title 28, United States Code.

"(b) The findings of fact by the Commissioner, if supported by substantial evidence, shall be conclusive; but the court, for good cause shown, may remand the case to the Commissioner to take further evidence, and the Commissioner may thereupon make new or modified findings of fact and may modify his previous action, and shall file in the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence.

"(c) Upon the filing of such petition, the court shall have jurisdiction to affirm the action of the Commissioner or to set it aside, in whole or in part. The judgment of the court shall be subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code.

"DEFINITIONS

"SEC. 146. For the purposes of this title—

"(1) The term 'educationally disadvantaged children' means children who (A) for the purposes of part A of this title and section 121 (b) (1) fail to meet the standard of performance determined or approved by the National Commission on Educational Disadvantage under section 112 (a) (2), or (B) are identified as being educationally disadvantaged by a State utilizing the procedures approved under section 122 (a) (1), including children whose disadvantage results from a physical or mental handicap or from a lack of facility in the English language, and for whom education is provided or proposed to be provided at or below grade 12.

"(2) The term 'excess costs' means those costs directly attributable to programs and projects approved under section 131 which exceed the average per pupil expenditure of a local educational agency in the most recent year for which satisfactory data is available for pupils in the grade or grades included in such programs or projects (but not including expenditures under this title or any comparable State or local provisions for special programs for educationally disadvantaged children).

"(3) The term 'parent or guardian' includes any other person standing in loco parentis.

"(4) The term 'free public education' means education which is provided at public expense, under public supervision and direction, and without tuition charge, and which is provided as elementary or secondary education in the applicable State, except that such term does not include any education provided beyond grade 12.

"(5) The term 'State', except as otherwise limited by a provision of this title means a State, Puerto Rico, Guam, the District of Columbia, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands.

"(6) The term 'State educational agency' means the officer or agency primarily responsible for the State supervision of public elementary and secondary schools.

"(7) The term 'local educational agency' means a board of public education or other public authority legally constituted within a State for either administrative control or direction of, or to perform a service function for, public elementary and secondary schools in a city, county, township, school district, or other political subdivision of a State, or such combination of school districts or other political subdivisions of a State as are recognized in a State as an administrative agency for its public elementary or secondary schools.

"(8) The term 'average per pupil expenditure' in a

State, or in the United States, shall be the aggregate current expenditures (as defined by this section) during the second fiscal year preceding the fiscal year for which the computation is made (or, if satisfactory data for that year are not available at the time of computation, then during the earliest preceding for which satisfactory data are available) of all local educational agencies in the State, or in the United States (which for the purposes of this definition means the fifty States and the District of Columbia), as the case may be, plus any direct current expenditures by the State for the operation of such agencies (without regard to the sources of funds from which either of such expenditures are made), divided by the aggregate number of children in average daily attendance to whom such agencies provided free public education during such preceding year.

"(9) The term 'current expenditures' means expenditures for free public education, including expenditures for administration, instruction, attendance and health services, pupil transportation services, operation and maintenance of plant, fixed charges, and net expenditures to cover deficits for food services and student body activities, but not including expenditures for community services, capital outlay, and debt service, or any expenditures made from funds granted under this title or any other program administered by the Commissioner, with the exception of funds granted under the

Act of September 30, 1950 (Public Law 874, Eighty-first Congress, as amended).

"(10) The term 'repair and minor remodeling' includes the preparation of drawings and specifications for such work, and the inspection and supervision of the work.

"(11) The term 'school facilities' means classrooms and related facilities (including initial equipment) for free public education and interests in land (including site, grading, and improvements) on which such facilities are constructed, except that such term does not include those gymnasiums and similar facilities intended primarily for exhibitions for which admission is to be charged to the general public.

"(12) The term 'equipment' includes machinery, utilities, and built-in equipment, and any necessary enclosures or structures to house them, and includes all other items necessary for the functioning of a particular facility as a facility for the provision of educational services, including items such as instructional equipment and necessary furniture, printed, published, and audiovisual instructional materials. and books, periodicals, documents, and other related materials.

"(13) The term 'nonprofit' as applied to a school means a school owned and operated by one or more nonprofit corporations or associations no part of the net earning of which inures, or may lawfully inure, to the benefit of any private shareholder or individual."

SEC. 3. (a) Section 103 and part A of title I of the Elementary and Secondary Education Act of 1965 as amended by this Act shall be effective upon the date of enactment of this Act. The remaining provisions of such title shall become effective July 1, 1975.

(b) Except for section 148 (National Advisory Council), which is hereby repealed, the operative provisions of title I of the Elementary and Secondary Education Act of 1965 (title II of the Act of September 30, 1950), without regard to the amendments made by this Act, shall be effective prior to July 1, 1975, and for that purpose section 102 of such title is amended by striking out "June 30, 1973" and inserting in lieu thereof "June 30, 1975".

(c) Effective July 1, 1975, section 403 of the Act of September 30, 1950, is amended—

(1) by striking out, in paragraph (4), the following: ", except that for purposes of title II such term does not include any education provided beyond grade 12",

(2) by striking out, in paragraph (5), the following: "title II of this Act or",

(3) by striking out "(A)" where it appears after "(6)", in paragraph (6), and by striking out subparagraph (B) of such paragraph,

(4) by striking out, in paragraph (8), the following: "and for purposes of title II, such term includes the Trust Territory of the Pacific Islands", and

(5) by striking out paragraph (15).

93d CONGRESS
1st Session

H. R. 5823

IN THE HOUSE OF REPRESENTATIVES

March 20, 1973

Mr. Bell (by request) introduced the following bill; which was referred to the Committee on Education and Labor

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A BILL

To strengthen education by consolidating certain elementary and secondary education grant programs through the provision of a share of the revenues of the United States to the States and to local educational agencies for the purpose of assisting them in carrying out education programs reflecting areas of national concern.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Better Schools Act of 1973".

FINDINGS AND PURPOSE

Sec. 2. (a) The Congress finds that, while public education is primarily the responsibility of the States and local communities of this country, the Federal Government has a responsibility to assist them in meeting the costs of education in areas of special national concern. The Congress finds, however, that prior programs of Federal financial assistance for elementary or secondary education are too narrow in scope to meet the needs of State and local school systems.

(b) It is therefore the purpose of this Act to consolidate certain current programs of Federal assistance to elementary or secondary education into a system of Federal revenue sharing for education designed to assist in meeting such needs, to assist in encouraging innovation and development of new educational programs and practices, to assist in providing compensatory education for educationally deprived children, to assist in providing the special educational services needed by the physically or mentally handicapped, to encourage greater attention to the vital field of vocational education, to assure to children whose parents live on Federal property an education comparable to that given to other children, and to assist in providing State and local educational officials with the flexibility and responsibility they need to make meaningful decisions in response to the needs of their students.

AVAILABILITY OF APPROPRIATIONS

SEC. 3. Allotments to a State and payments to the Secretary of the Interior under this Act from appropriations for a fiscal year shall remain available for obligation and expenditure until the close of the next fiscal year.

ALLOTMENT AND USE OF SHARED REVENUES

SEC. 4. (a) From the sums appropriated for carrying out this Act for any fiscal year the Secretary shall allot to each State an amount equal to 60 per centum of the average per pupil expenditure in such State multiplied by the number of children in average daily attendance in the public elementary or secondary schools of such State during such year who resided on Federal property. The amount so allotted shall be available for any educational purpose.

(b) (1) Not to exceed 3 per centum of the remainder of such sums appropriated for such year shall be available to the Secretary—

(A) for allotment of such amounts as he deems appropriate to Puerto Rico, Guam, the Virgin Islands, American Samoa, and the Trust Territory of the Pacific Islands, and

(B) for payment of such amounts as he deems appropriate to the Secretary of the Interior for the purpose of meeting the educational needs of Indian children served by schools operated by the Department of the Interior.

For the purpose of achieving an equitable distribution of such funds in the light of the educational needs of the children to be served, the Secretary shall prescribe criteria for the making of such allotments and payments. Amounts allotted or paid under this subsection may be used only for the educational purposes specified in subsections (c) (4) and (d) (2) of this section.

(2) For purposes of this section (except subsection (f)), section 5, and section 7, the term "State" does not include Puerto Rico, Guam, the Virgin Islands, American Samoa, and the Trust Territory of the Pacific Islands.

(c) (1) After application of subsections (a) and (b) for the fiscal year ending June 30, 1974, the Secretary shall allot to each State, from 60 per centum of the remainder of the sums appropriated for carrying out this Act for such year, an amount equal to the amount paid to such State under title I of the Elementary and Secondary Education Act of 1965 (except with respect to section 103 (a) (5) thereof) for the fiscal year ending June 30, 1973.

(2) After application of subsections (a) and (b), and, for the fiscal year ending June 30, 1974, paragraph (1), the Secretary shall allot to each State, from 60 per centum of the remainder of the sums appropriated for carrying out this Act for such year, an amount equal to—

(A) the number of children aged five to seventeen, inclusive, in such State from families with incomes below the poverty level multiplied by

(B) the expenditure index (as defined by section 19(7)) for such State for such year,

except that

(C) for the fiscal year ending June 30, 1974, no State may be allotted an amount in excess of 150 per centum of the amount paid to such State for the fiscal year ending June 30, 1973, under title I of the Elementary and Secondary Education Act of 1965, and

(D) for any other fiscal year no State may be allotted an amount in excess of 150 per centum of the amount allotted to such State under this subsection for the preceding fiscal year.

(3) If for any fiscal year the amount available for allotment under paragraph (2) is less than the total required to make in full all of such allotments, the Secretary shall reduce the allotment of each State under such paragraph by the percentage by which the total amount available for allotment under such paragraph is less than the amount which would otherwise be required to be allotted under paragraph (2).

(4) The amount allotted to a State under this subsection shall be available only for programs and projects designed to meet the special educational needs, at the preschool or any other educational level, of educationally deprived children, and at least 75 per centum of such amount shall be available only for instruction in basic language or mathematics skills.

(d) (1) After application of the provisions of subsections (a), (b), and (c) for a fiscal year, the Secretary shall allot to each State an amount which bears the same ratio to the remainder of the sums appropriated for carrying out this Act for such year as the number of children aged five to seventeen, inclusive, in such State bears to the number of such children in all of the States.

(2) Except as provided in section 7—

(A) 16 per centum of the amount allotted to a State under paragraph (1) shall be available only for programs and projects at the preschool or any other educational level designed to meet the special educational needs of handicapped children;

(B) 43 per centum of such amount shall be available only for vocational education activities; and

(C) 41 per centum of such amount shall be available only for supporting materials and services.

(e) In the event that any State—

(i) is not eligible to receive revenues shared under this Act for any fiscal year,

(ii) notifies the Secretary that it does not desire to receive such revenues, or

(iii) may not, because of clause (C) or (D) of subsection (c) (2), receive a portion of its allotment for such year, the allotment (or portion thereof) of such State for such year under subsection (c) or (d) shall be available for reallotment from time to time, on such date or dates during such year as the Secretary may fix, to other States in proportion to the original amount of the allotments to such other States under such subsection for that year, but with such proportionate amount for any of such other States being reduced by the extent it exceeds the amount the Secretary estimates such State needs and will be able to use; and the total of such reductions shall be reallotted in the same manner among the States whose proportionate amounts were not so reduced. Any amount for a fiscal year so reallotted to a State under this subsection shall be deemed part of its allotment under such subsection (c) or (d), as the case may be, for such year.

(f) The amounts appropriated and allotted pursuant to this Act shall be paid to the States at such intervals and in such installments as the Secretary may determine. Such amounts paid for any purpose under this Act shall also be available for construction to carry out such purpose.

DISTRIBUTION OF SHARED REVENUES WITHIN EACH STATE

SEC. 5. (a) Each State shall pay to each of its local educational agencies for a fiscal year an amount equal to the sums allotted to such State under section 4 (a) for such year on account of the number of children in average daily attendance who resided on Federal property in the school district of such agency.

(b) (1) From the sums allotted to a State under section 4 (c) for the fiscal year ending June 30, 1974, such State shall pay to each of its local educational agencies an amount equal to the amount paid to each such agency for the fiscal year ending June 30, 1973, under title I of the Elementary and Secondary Education Act of 1965.

(2) From the remainder of such sums and from the sums allotted to such State under section 4 (c) for any other fiscal year, such State shall retain such amounts as it deems necessary for meeting the special educational needs of neglected or delinquent children and migratory children of migratory agricultural workers, except that the amount retained by such State under this paragraph for any fiscal year shall not exceed an amount equal to the expenditure index for such State for such year multiplied by the number of such children in such State during such year.

(3) From the remainder of the sums allotted to such State under section 4 (c) for a fiscal year and not paid to any local educational agency under paragraph (1) nor retained under paragraph (2), such State shall pay to each of its local educational agencies which has more than five thousand children aged five to seventeen, inclusive, from

families with incomes below the poverty level, or has more than 15 per centum of the total enrollment of its schools consisting of such children, an amount equal the product of—

(A) the expenditure index for such State for such year multiplied by

(B) the number of such children from such families in the school district of such agency,

less any amount paid to such agency under paragraph (1).

(4) If for any fiscal year the portion of the sums allotted to a State under section 4 (c) and available for payments under paragraph (3) of this subsection are insufficient to make the payments to all local educational agencies required by such paragraph, such State shall reduce the payment to each local educational agency under such paragraph by the percentage by which such portion of the sums so allotted and available is less than the total of the payments required by such paragraph for all such agencies.

(5) If the allotment to such State under section 4 (c) for any fiscal year exceeds the amounts required under paragraphs (1), (2), and (3) of this subsection, such State shall rank all of its local educational agencies which are not eligible for payments for such year under paragraph (3) by the number of children in the school district of each such

agency aged five to seventeen, inclusive, from families with incomes below the poverty level, or, if such State so elects, by the percentage which the number of such children in each such district is of the total number of children aged five to seventeen, inclusive, in such district. Subject to clause (A) of paragraph (6) of this subsection, such State shall then make payments to such agencies as though they were eligible under paragraph (3), beginning with the agency or agencies with the largest number, or, if such State has so elected, the largest percentage, of such children from such families, and following such order of ranking until the remaining portion of such allotment is exhausted.

(6) No local educational agency may receive payments under this subsection for any fiscal year unless—

(A) the total amount of such payments for such year to such agency is at least $10,000,

(B) the State agency (designated under section 9(a)) determines, in accordance with such criteria as the Secretary may prescribe, that the services provided in each of the schools of such local agency with funds other than funds received under this Act will for such year be comparable with the services so provided in all of the other schools of such local agency,

(C) such local agency provides satisfactory assurance to the State agency (designated under section

9 (a)) that if such State agency does not conduct such evaluations of programs and projects carried out with funds paid to such local agency under this subsection as the Secretary may require, such local agency will do so, and

(D) such local agency provides satisfactory assurance to the State agency (designated under section 9 (a)) that it will comply with the applicable provisions of this Act.

(7) Each local educational agency which receives a payment for a fiscal year under this section shall rank all of its schools by the number of educationally deprived children enrolled in such schools, or, if such agency so chooses, by the percentage which the number of such children enrolled in any school is of the total number of such children enrolled in such school, except that, upon the approval of the State agency designated under section 9 (a), such local educational agency may, for the purpose of such ranking, group its schools by the grade levels in such schools, each such group containing all of such schools having the same grade levels. Programs and projects carried out with payments received by such agency under this section for such year shall be designed in such a manner that the total cost (consistent with cost allocation criteria prescribed by the Secretary) of such programs and projects for such year shall

be at least equal to the expenditure index for such State for such year multiplied by the number of children served by such programs and projects. No educationally deprived children enrolled in any school of such agency may be served by such programs and projects unless all of the educationally deprived children enrolled in any other school (or, if the schools of such agency are ranked within groups by the grade levels in such schools, in any other school within such group) enrolling a larger number (or, if such agency has chosen to rank its schools by percentage, a larger percentage) of such children are served by such programs and projects.

(8) Any portion of an allotment which is not, but would be except for clause (A), (B), (C), or (D) of paragraph (6), paid to a local educational agency by a State shall be paid by such State, in accordance with its plan developed under section 9(b), to other local educational agencies within such State to which funds are required to be paid under paragraph (1), (3), or (5) of this subsection for use in accordance with the provisions of section 4(c)(4), except that no such other agency shall be paid more for any fiscal year pursuant to this subsection than 200 per centum of the amount required to be paid to it under paragraph (3) or (5) of this subsection for such year.

(9) If no local educational agency within such State

which would otherwise receive payments for any fiscal year under this subsection has been determined, under clause (B) of paragraph (6), to provide comparable services, the amount allotted to such State under section 4 (c) shall be available for reallotment from time to time, on such date or dates during such year as the Secretary may fix, to other States in proportion to the amounts originally allotted to such other States under such section, but with such proportionate amount for any of such States being reduced by the extent it exceeds the amount the Secretary estimates such State needs and will be able to use; and the total of such reductions shall be reallotted in the same manner among the States whose proportionate amounts were not so reduced. Any portion of an allotment which is not, but would be except for paragraph (8), paid to a local educational agency within a State, shall be reallotted to other States in the manner prescribed by the preceding sentence. The amount reallotted for any fiscal year under this subsection to any State may not exceed 200 per centum of the amount originally allotted to such State for such year under section 4 (c). Any amount reallotted to a State under this subsection for any fiscal year shall be deemed to be part of its allotment for such year under section 4 (c).

(c) The remainder of each State's allotment shall be available—

(1) for use, in accordance with the provisions of sections 4 and 7 and the plan developed under section 9(b), by the State agency designated under section 9(a); and

(2) for distribution, for use by them in accordance with the provisions of sections 4 and 7 and such plan, among the local educational agencies of such State on a basis reflecting the relative needs of each of such agencies for the types of assistance for which appropriations under this Act are available;

except that, in determining the relative needs of each of such agencies for the types of assistance for which appropriations under this Act are available, funds paid to such agencies under subsection (b) of this section shall not be taken into account.

DETERMINATION OF NUMBERS

SEC. 6. (a) For purposes of sections 4 and 5 of this Act, the Secretary shall make the required determinations of average daily attendance, average per pupil expenditure in the United States, State average per pupil expenditure, and numbers of children, and in doing so he shall use the most recent satisfactory data available to him, referable with respect to data used for each purpose to the same time period for all jurisdictions. If the Secretary determines that satisfactory data regarding numbers of children are not available for any local educational agency, he shall determine the total numbers of children in the county or counties in which the school district of such agency is located, and the State agency designated under section 9(a) shall determine, pursuant to criteria prescribed by the Secretary, within such total the numbers of children in each school district within such county or counties.

(b) In determining numbers of children for purposes of section 5, a child from a family with an income below the poverty level who, during any year, is transferred by a local educational agency from a school in which he is enrolled and in which the majority of the children enrolled are from families with incomes below the poverty level to a school in which the minority of children enrolled are from such families, shall be counted twice for the following year.

(c) Except as the Secretary may provide by regulation, no information obtained under this section relating to any individual may be used for any purpose other than the purposes of this Act.

TRANSFERS AMONG PURPOSES

SEC. 7. (a) Thirty per centum of that portion of each State's allotment which is available for the purposes described in clause (A) or (B) of section 4(d)(2) may be made available for any of the other purposes described in subsection (c) or (d) of section 4.

(b) The 30 per centum limitations in subsection (a) may be exceeded if the State demonstrates to the satisfaction of the Secretary that such action will achieve more effectively the purposes of this Act.

PARTICIPATION OF NONPUBLIC SCHOOL CHILDREN

SEC. 8. (a) The State agency designated under section 9 (a) shall provide that—

(1) except as provided in subsection (b), children enrolled in nonprofit private elementary or secondary schools will be given an opportunity to participate, on an equitable basis, in activities for which funds are made available under subsections (b), (c), and (d) of section 4; and

(2) title to and control of funds received under this Act and other property derived therefrom will remain in one or more public agencies.

(b) If the Secretary determines that provisions of State law prevent any State agency designated under section 9 (a) from complying with subsection (a) of this section, the Secretary shall, if he finds that the State is otherwise eligible to participate in the program under this Act, permit such State to participate, but in such case he shall—

(1) arrange, by contract or otherwise, for children enrolled in the nonprofit private elementary or secondary schools within such State to receive, on an equitable

basis, services similar to those provided from the funds made available under subsection (b), (c), or (d) of section 4 to public school children within such State: and

(2) pay the cost thereof out of that portion of the allotment to such State for carrying out each such subsection.

STATE ADMINISTRATION

SEC. 9. (a) The chief executive officer of a State shall be the State agency responsible for administration (or supervision of the administration) of the program under this Act in such State, except that a specified single State agency shall be responsible for such administration (or supervision of administration) if such officer determines that the law of such State so provides. Section 204 of the Intergovernmental Cooperation Act of 1968 (42 U.S.C. 4214) shall apply to the preceding sentence.

(b) The State agency designated under subsection (a) shall, for each fiscal year, develop and publish a plan for the distribution of funds available therefor under section 5(b)(8) and under section 5(c), and for the expenditure of funds retained under section 5(b)(2) and under section 5(c)(1) for use by such State agency or distributed under section 5(c)(2) for use by local educational agencies. Such plan shall include estimates of the amounts which will be paid to each local educational agency in such State for such year (A) under subsection (a) or (b) of section 5, and (B) from that portion of such State's allotment derived from clause (2) (A), (2) (B), or (2) (C) of section 5 (d). Such plan shall not finally be adopted by such State agency until a reasonable opportunity has been given to interested persons for comment thereon.

TREATMENT OF FEDERALLY CONNECTED CHILDREN

Sec. 10. The State agency designated under section 9 (a) shall provide that children attending school within the State who reside with a parent on Federal property will receive public elementary or secondary education on a basis comparable to that provided to other children in the State.

ELIGIBILITY

Sec. 11. In order to qualify for any payment under this Act from appropriations for any year, a State, or a local educational agency, must establish to the satisfaction of the Secretary that, with respect to such appropriations and payments therefrom, it will use such payments only for the purposes for which made and will otherwise comply with the applicable provisions of this Act and regulations thereunder.

REMEDIES FOR NONCOMPLIANCE

Sec. 12. (a) If the Secretary, after reasonable notice and opportunity for hearing to the State agency designated under section 9 (a), finds that a State has failed to comply substantially with any provision of this Act, the Secretary, until he is satisfied that there is no longer any such failure to comply, shall—

(1) terminate payments to such State under this Act, or

(2) reduce payments under this Act by an amount equal to the amount of such payments which were not expended in accordance with this Act, or

(3) limit the availability of payments under this Act to programs, projects, or activities not affected by such failure to comply.

(b) (1) In lieu of, or in addition to, any action authorized by subsection (a), the Secretary may, if he has reason to believe that a State has failed to comply substantially with any provision of this Act, refer the matter to the Attorney General of the United States with a recommendation that an appropriate civil action be instituted.

(2) Upon such a referral the Attorney General may bring a civil action in any United States district court having venue thereof for such relief as may be appropriate, including an action to recover revenues shared under this Act which were not expended in accordance with it, or for mandatory or injunctive relief.

(c) (1) Any State which receives notice, under subsection (a), of the termination, reduction, or limitation of revenues shared may, within sixty days after receiving such notice, file with the United States court of appeals for the circuit in which such State is located, or in the United States Court of Appeals for the District of Columbia, a petition for review of the Secretary's action. The petitioner shall forthwith transmit copies of the petition to the Secretary and the Attorney General of the United States, who shall represent the Secretary in the litigation.

(2) The Secretary shall file in the court the record of the proceeding on which he based his action, as provided in section 2112 of title 28, United States Code. No objection to the action of the Secretary shall be considered by the court unless such objection has been urged before the Secretary.

(3) The court shall have jurisdiction to affirm or modify the action of the Secretary or to set it aside in whole or in part. The findings of fact by the Secretary, if supported by substantial evidence on the record considered as a whole, shall be conclusive. The court may order additional evidence to be taken by the Secretary, and to be made part of the record. The Secretary may modify his findings of fact, or make new findings, by reason of the new evidence so taken and filed with the court, and he shall also file such modified or new findings, which findings with respect to questions of fact shall be conclusive if supported by sub-

stantial evidence on the record considered as a whole, and shall also file his recommendations, if any, for the modification or setting aside of his original action.

(4) Upon the filing of the record with the court, the jurisdiction of the court shall be exclusive and its judgment shall be final, except that such judgment shall be subject to review by the Supreme Court of the United States upon writ of certiorari or certification as provided in section 1254 of title 28, United States Code.

CIVIL RIGHTS

SEC. 13. Revenues shared under this Act shall be subject to title VI of the Civil Rights Act of 1964 (42 U.S.C. 2000d) and title IX of the Education Amendments of 1972 (20 U.S.C. 1681–1686).

ADVANCE FUNDING

SEC. 14. To the end of affording the responsible State, local, and Federal officers adequate notice of available Federal financial assistance under this Act, appropriations for carrying out this Act for any fiscal year are authorized to be included in the appropriation Act for the fiscal year preceding such fiscal year. In order to effect a transition to this method of timing appropriation action, the preceding sentence shall apply notwithstanding that its initial application will result in the enactment in the same year (whether in the same appropriation Act or otherwise) of appropriations for each of two consecutive fiscal years.

LABOR STANDARDS

Sec. 15. All laborers and mechanics employed by contractors and subcontractors in any construction which is assisted under this Act shall be paid wages at rates not less than those prevailing on similar construction in the locality as determined by the Secretary of Labor in accordance with the Davis-Bacon Act (40 U.S.C. 276a—276a–5). The Secretary of Labor shall have, with respect to such labor standards, the authority and functions set forth in Reorganization Plan Numbered 14 of 1950 (15 F.R. 3176; 64 Stat. 1267) and section 2 of the Act of June 13, 1934 (40 U.S.C. 276c).

ANNUAL REPORT

Sec. 16. The Secretary shall make an annual report to the President and the Congress pertaining to the effectiveness of assistance under this Act in meeting the educational needs of children and adults.

RECORDS, AUDITS, AND REPORTS

Sec. 17. In order to assure that revenues shared under this Act are used in accordance with its provisions, each State shall—

(1) use such fiscal, audit, and accounting procedures as may be necessary to assure (A) proper ac-

counting for payments received by it, and (B) proper disbursement of such payments;

(2) provide to the Secretary and the Comptroller General of the United States access to, and the right to examine, any books, documents, papers, or records as he requires; and

(3) make such reports to the Secretary or the Comptroller General of the United States as he requires.

INTERSTATE AGREEMENTS

SEC. 18. In the event that agreements between States are necessary in order to realize the full benefit of provisions of this Act, the consent of Congress is hereby given to such States to enter into such agreements.

DEFINITIONS

SEC. 19. For purposes of this Act—

(1) The term "adult education" means services or instruction below the college level for individuals (A) who have attained the age of sixteen, (B) who do not have a certificate of graduation from a school providing secondary education and who have not achieved an equivalent level of education, and (C) who are not currently required to be enrolled in schools.

(2) The term "average per pupil expenditure" in the United States, or in any State, means the aggregate current expenditures of all local educational agencies in the United

States, or in such State, as the case may be, for any fiscal year, plus any direct current expenditures by the States, or such State, as the case may be, in which such agencies are located for the operation of such agencies during such year (without regard to the sources of funds from which either of such expenditures is made), divided by the aggregate number of children in average daily attendance to whom such agencies provided public education during such year.

(3) The term "construction" means the erection, acquisition, alteration, remodeling, or improvement of facilities, including the acquisition of land necessary therefor, and the cost of construction includes the cost of architect's fees.

(4) The term "current expenditures" means expenditures for public education, but not including expenditures for community services, capital outlay, and debt services, or any expenditures made from funds allotted under this Act.

(5) The term "educationally deprived children" means children who suffer from educational deprivation, as determined in accordance with such criteria as the Secretary may prescribe.

(6) The term "elementary school" means a day or residential school which provides elementary education, as determined under State law.

(7) The term "expenditure index" for any State means the higher of (A) .35 multiplied by the average per pupil expenditure for such State, and (B) .35 multiplied by two-thirds of the average per pupil expenditure in the United States.

(8) The term "family with an income below the poverty level" means a family with poverty status, as determined by the Secretary on the basis of criteria prescribed or approved by him.

(9) The term "Federal property" means real property which is owned by the United States or is leased by the United States, and which is not subject to taxation by any State or any political subdivision of a State or by the District of Columbia. Such term includes (A) real property held in trust by the United States for individual Indians or Indian tribes, and real property held by individual Indians or tribes which is subject to restrictions on alienation imposed by the United States, (B) for one year beyond the end of the fiscal year in which occurred the sale or transfer thereof by the United States, any property considered prior to such sale or transfer to be Federal property for the purposes of this Act, and (C) any school which is providing flight training to members of the Air Force under contractual arrangements with the Department of the Air Force at an airport which is owned by a State or political subdivision of a State.

Such term also includes any interest in Federal property (as defined in the foregoing provisions of this paragraph) under an easement, lease, license, permit, or other arrangement, as well as any improvements of any nature (other than pipelines or utility lines) on such property even though such interests or improvements are subject to taxation by a State or political subdivision of a State or by the District of Columbia. Notwithstanding the foregoing provisions of this paragraph, such term does not include (D) any real property used for a labor supply center, labor home, or labor camp for migratory farmworkers, (E) any real property under the jurisdiction of the United States Postal Service and used primarily for the provision of postal services, or (F) any low-rent housing project held under title II of the National Industrial Recovery Act, the Emergency Relief Appropriation Act of 1935, the United States Housing Act of 1937, the Act of June 28, 1940 (Public Law 871 of the Seventy-sixth Congress), or any law amendatory of or supplementary to any of such Acts.

(10) The term "handicapped children" means mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, crippled, or other health impaired children who by reason thereof require special educational services.

(11) The term "local educational agency" means a

public board of education or other public authority legally constituted within a State for either administrative control or direction of, or to perform a service function for, public elementary or secondary schools in a city, county, township, school district, or other political subdivision of a State, or such combination of school districts or counties as are recognized in a State as an administrative agency for its public elementary or secondary schools. Such term also includes any other public institution or agency having administrative control and direction of a public elementary or secondary school.

(12) The term "nonprofit", as applied to a school, means a school owned and operated by one or more nonprofit corporations or associations no part of the net earnings of which inures, or may lawfully inure, to the benefit of any private shareholder or individual.

(13) The term "revenues shared" means payments under this Act.

(14) The term "secondary school" means a day or residential school which provides secondary education, as determined under State law, except that it does not include any education provided beyond grade twelve.

(15) The term "Secretary" means (except as used in section 4(b)(1)(B)) the Secretary of Health, Education, and Welfare.

(16) The term "State" includes, in addition to the sev-

eral States, the Commonwealth of Puerto Rico, the District of Columbia, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands.

(17) The term "supporting materials and services" means programs and projects described in section 4 (c) (4) or 4 (d) (2) (A); activities described in section 4 (d) (2) (B); the purchase of school textbooks, library resources, and educational equipment; the provision of supplementary educational centers and services, of school pupil personnel services, of adult education, and of school meals; the training or retraining of teachers, teacher aides, and other school personnel; the strengthening of State or local educational agency capabilities and of educational planning at the State or local level; and the administration at the State level of the program carried out under this Act.

(18) The term "vocational education" includes vocational or technical training or retraining (including field or laboratory work and remedial or related academic and technical instruction incident thereto and work-study programs for students who need the earnings from work in order to commence or continue their education) conducted as part of a program designed to prepare individuals for gainful employment as semiskilled or skilled workers or technicians or subprofessionals in recognized occupations and in new and emerging occupations or to prepare individuals for enroll-

ment in advanced technical education programs, but excluding any program to prepare individuals for employment in occupations generally considered professional or which require a baccalaureate or higher degree; and such term also includes vocational guidance and counseling in connection with such training or for the purpose of facilitating occupational choices; instruction related to the occupation or occupations for which the students are in training or instruction necessary for students to benefit from such training; job placement; and the training of persons engaged as, or preparing to become, teachers in a vocational education program or teachers, supervisors, or directors of such teachers.

EFFECTIVE DATE AND REPEAL OF PROGRAMS REPLACED BY THIS ACT

SEC. 20. (a) The preceding provisions of this Act shall be effective with respect to appropriations for fiscal years beginning after June 30, 1973, and effective with respect to such appropriations the following statutes and parts of statutes are repealed:

(1) title I of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 241a–241l);

(2) title II of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 821–827);

(3) title III of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 841–848);

(4) title V of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 861–870);

(5) part B of the Education of the Handicapped Act (20 U.S.C. 871–877);

(6) the Smith-Hughes Act (20 U.S.C. 11–15, 16–28);

(7) sections 3, 4, and 7 of Public Law 81–874 (20 U.S.C. 238, 239, and 241–1);

(8) title III of the National Defense Education Act of 1958 (20 U.S.C. 441–455);

(9) subpart 2 of part B of title V of the Higher Education Act of 1965 (20 U.S.C. 1108–1110c);

(10) the Vocational Education Act of 1963 (20 U.S.C. 1241–1391); and

(11) section 16 of Public Law 81–815 (20 U.S.C. 646).

(b) Effective with respect to appropriations for fiscal years beginning after June 30, 1973, the Adult Education Act is amended by—

(1) striking out "reserved in section 304(a) for the purposes of this section" in section 309(a) and inserting in lieu thereof "appropriated pursuant to section 312(a)"; and

(2) striking out sections 304, 305, 306, 307, 308, 310, and 314, and subsection (b) of section 312.

(c) Effective with respect to appropriations for fiscal years beginning after June 30, 1973, the Child Nutrition Act of 1966 (42 U.S.C. 1771–1785) is amended by—

(1) striking out sections 5 and 7;

(2) striking out "through 7" in section 6 and inserting "and 4" in lieu thereof;

(3) striking out "through 5" in section 11 and inserting "and 4" in lieu thereof; and

(4) striking out "section 4" in section 4 (b) and inserting "section 11" in lieu thereof.

(d) Effective with respect to appropriations for fiscal years beginning after June 30, 1973, the National School Lunch Act (42 U.S.C. 1751–1761) is amended by—

(1) striking out sections 4, 5, 7, 8, and 10;

(2) (A) striking out "the amount apportioned by him pursuant to sections 4 and 5 of this Act and" in paragraph (2) of section 6 and (B) by striking out in such paragraph "sections 4, 5, and 7" and inserting in lieu thereof "section 4";

(3) striking out "section 10" in the last sentence of section 9 and inserting "section 11" in lieu thereof;

(4) striking out subsection (d) of section 11 and inserting in lieu thereof the following: "(d) The Secretary shall certify to the Secretary of the Treasury, from time to time, the amounts to be paid to any State

under this section and the time or times such amounts are to be paid; and the Secretary of the Treasury shall pay to the State at the time or times fixed by the Secretary the amounts so certified. Payments to a State under this section may be made in advance or by way of reimbursement in accordance with procedures prescribed by the Secretary."

(5) striking out in paragraph (g) of section 11 ", including those applicable to funds apportioned or paid pursuant to section 4 or 5 but excluding the provisions of section 7 relating to matching,";

(6) striking out in section 11(h) (1) "to extend the school lunch program under this Act to every school within the State, and (C)"; and

(7) striking out paragraphs (4), (5), and (6) of section 12(d) and renumbering paragraph (7) as paragraph (4).

Summary of H.R. 69, 93d Congress

(Note.—This summary describes the major substantive changes the bill would make in existing law. It does not explain provisions appearing in the bill only for technical or reorganizational purposes.)

The short title is the "Elementary and Secondary Education Amendments of 1973".

TITLE I—EXTENSION OF PROGRAMS

The bill extends through fiscal year 1978 the programs which provide Federal assistance for elementary and secondary education. These programs (and the sections of the bill which extend them) are the following:

1. Title I ESEA (compensatory education) (sec. 101).
2. School library program (sec. 102).
3. Supplementary educational centers and services and guidance, counseling, and testing (sec. 103).
4. Programs to strengthen State and local educational agencies (sec. 104).
5. Bilingual education programs (sec. 105).
6. Drop-out prevention programs (sec. 106).
7. School nutrition and health services demonstration projects (sec. 107).
8. Improvement of educational opportunities for Indian children (sec. 108).
9. Assistance to Federally impacted school districts (sec. 109).
10. Assistance to local educational agencies for education of Indian children (sec. 110).
11. Education of the handicapped (sec. 111).
12. Adult Education Act (sec. 112).

Title I of the bill also extends until July 1, 1978, existence of the following advisory bodies:

National Advisory Council on the Education of Disadvantaged Children.
National Advisory Council on Supplementary Centers and Services.
National Council on Quality in Education.
Advisory Committee on the Education of Bilingual Children.
National Advisory Council on Indian Education.

By reason of section 14 of the Federal Advisory Committee Act, these advisory bodies would terminate October 6, 1974, unless extended by law.

TITLE II—AMENDMENTS OF EXISTING LAWS

Revisions of formula for allocation of title I funds among school districts

In general, the present law establishes the amount of Title I funds a school district may receive by multiplying the average per pupil expenditure for the Nation or for the State (whichever is higher) by the number of school age children in the district who fall in one of the following categories:

(1) Those in families having an annual income of less than the low-income factor (which, subject to adjustment under section 144, would be $4,000 for FY 1973).

(2) Those in families whose income exceeds the low-income factor from AFDC payments.

(3) Those in certain institutions.

This distribution system is modified by the bill (Sec. 201) to distribute the funds as follows:

First, each district would be eligible to receive $300 for each child in one of the three categories listed above (using $4,000 as the low-income factor).

Second, if there are appropriations remaining after making the payments above, then (and only then) the district would be eligible to receive an amount arrived at by multiplying the number of its children in one of the three categories listed above (again using $4,000 as the low-income factor) by the average per pupil expenditure for the Nation or for the State, whichever is the higher.

It should be noted that, where appropriations are inadequate to give school districts all the funds they are eligible to receive, revised section 144 provides for their pro rata reduction. However, a floor is provided by that section under which no district will receive more than its FY 1972 allocation until all districts have received an amount at least equal to their FY 1972 allocation.

State operated programs

Existing law provides that assistance for State operated programs for handicapped children, migratory children, and neglected or delinquent children is provided out of the funds appropriated for part A of Title I (and before local educational agencies receive their funds). The bill would establish these programs independently in a new part B. Funds for these programs would not be taken from funds appropriated for assistance to local educational agencies, but instead would be appropriated directly for these programs.

Discontinuation of certain grants

The bill would not continue the special incentive grants provided in part B of Title I or the grants provided in part C of Title I for urban and rural schools serving areas with the highest concentration of low-income families.

Counting of children in low-rent housing under P.L. 874 and P.L. 815

The present law, in certain cases, permits children living in federally assisted low-rent public housing to be counted for purposes of determining a school district's entitlement under the Federal laws providing assistance in federally impacted areas. The bill (Sec. 208) would delete these provisions and restore those Acts to the way they were prior to the amendments made by the Act of April 13, 1970 (P.L. 91-230).

TITLE III—STUDY OF LATE FUNDING OF ELEMENTARY AND SECONDARY EDUCATION PROGRAMS

This title requires the Commissioner to make a study to determine the extent to which late funding of Federal elementary and secondary education programs handicaps school districts in the effective planning of their education programs and the extent to which late funding harms the programs. A report on the results of the study is to be made within one year.

Chairman PERKINS. I am pleased to welcome before the subcommittee this morning representatives from five outstanding education organizations, the National Education Association, Chief State School Officers, the American Federation of Teachers, the National School Boards Association, and the American Association of School Administrators.

I recall very vividly that it was the strong support of these organizations that culminated in 1965 in the enactment of the first substantial effort on the part of the Federal Government to assist State and local educational agencies in meeting the urgent needs in our Nation's schools.

The Elementary and Secondary Education Act has meant many different things to many children. It has meant many different things to local educational agencies. Our local educational agencies and our State educational agencies are as diverse in composition and as diverse in the problems confronting them as there are trees in the forest. Hence, the Elementary and Secondary Education Act, and in particular title I, has made impact on them in different ways.

Neither in 1965, nor since, have we been confronted with the ideal situation of financially equalized educational opportunities in all of the States. I think that we can count as one of the significant contributions that the Elementary and Secondary Education Act has made to American education the current struggle and development to afford equalized financial educational opportunities in each State, This is evidenced by the many cases seeking equal protection of the laws for elementary and secondary school pupils and the action by some State legislatures to revise their school support laws to bring about equalization.

All the studies that have been made of the Elementary and Secondary Education Act, and particularly title I, have indicated its positive equalizing effect. Title I allocates money to those schools most in financial need and to those schools with the most critical educational needs.

While we do not have before us at this time the specific proposals of the administration with respect to what it would do in the field of elementary and secondary education, I am alarmed by the clear indication contained in the administration's budget that the Federal, State, and local partnership in elementary and secondary education is to be abandoned; that the administration is recommending that the Elementary and Secondary Education Act be repealed; that portions of the National School Lunch Act be repealed; that the Vocational Education Act of 1963, as amended in 1968, be repealed; that the aid to federally affected areas be repealed; and, in their place, special revenue sharing be extended to the States.

I believe that this can only bring bad news to the millions of children now benefiting from title I programs, from vocational education offerings, and from new innovative approaches for their learning opportunities under title III of the Elementary and Secondary Education Act.

Since I have been in the Congress, the tactics of opponents to Federal aid to education have been many and varied, but this is the first time I have seen them desperate enough to want to buy themselves out of any Federal responsibility.

As for myself, viewing the critical financial crises confronting many of our nation's schools, I believe the time is past due when that second great step forward should be taken to assist elementary and secondary schools in the Nation to provide each child with equal opportunity for high quality education programs.

Our hearings on H.R. 69 will be full and complete and we will hear witnesses with respect to all of the programs which the act affects. I have today extended invitations to Secretary-designate Weinberger, Assistant Secretary Sidney Marland, and Acting Commissioner of Education Ottina, to appear before the subcommittee at an early date of their own selection so that we can get the administration's views of H.R. 69 and their views with respect to Federal support for elementary and secondary education.

We will now proceed. I am delighted to present as our first witness Catharine Barrett, president of the National Education Association, who is accompanied by Stan McFarland, director of government relations; Jean Flanigan, assistant director of research; and James Green, assistant director for legislation.

Before the witnesses commence, I want to call on some members to make statements.

Mr. Meeds, do you have anything to say?

Mr. Meeds. Thank you, Mr. Chairman.

I certainly endorse your opening remarks and want to indicate to the witnesses that I think this Congress probably has as great a task as the 89th Congress in creating elementary and secondary education.

In other words, in breaking the barrier and getting into the business of elementary and secondary educational aid from the Federal level, we have the greater task in this Congress of keeping the gains which were made by the 89th Congress as we have had in any time that I can remember since I have been a Member of the Congress. I think we really have an uphill fight.

This special revenue sharing, as I see it, is nothing more than a wholesale giveaway by the administration of congressional prerogatives, a separation of the duty to tax and the responsibility of the Congress to spend wisely, which responsibility, if not impeded, certainly will be almost completely abrogated by parceling out the latter responsibility to the States, to the municipalities, and to the counties, and bringing between this duty and responsibility a third factor, which is another way of losing the powers, prerogatives of the Congress which presently exists under the Constitution.

I certainly at the outset want everybody to know I am almost totally committed to fighting to the death on this issue.

Chairman PERKINS. Mr. Clay.

Mr. CLAY. I have no comments, Mr. Chairman. I wholeheartedly endorse those comments that you made, and those of Mr. Meeds.

Chairman PERKINS. Mr. Mazzoli?

Mr. MAZZOLI. No, sir.

Chairman PERKINS. Mr. Lehman?

Mr. LEHMAN. I just want to endorse what Mr. Meeds and our Chairman have stated, that this is a way that the administration is trying to buy its way out of the responsibility of the Federal Government to support the public education of this country.

Chairman PERKINS. Mr. Quie.

Mr. QUIE. Mr. Chairman, I don't know what all the fuss is about. We have not even gotten a bill from the administration yet. I didn't really come down here to listen to my colleagues, but to listen to the NEA.

I know Mrs. Barrett did a great job in Minnesota, and I look forward to hearing her today.

Mrs. BARRETT. Thank you, sir.

Chairman PERKINS. Well, we will hear from you at this time, Mrs. Barrett.

I am delighted to welcome you here, and you proceed in any manner you prefer.

STATEMENT OF MRS. CATHARINE BARRETT, PRESIDENT, NATIONAL EDUCATION ASSOCIATION, ACCOMPANIED BY STANLEY F. McFARLAND, DIRECTOR OF GOVERNMENT RELATIONS; MRS. JEAN FLANIGAN, ASSISTANT DIRECTOR OF RESEARCH; AND JAMES GREEN, ASSISTANT DIRECTOR OF GOVERNMENT RELATIONS FOR LEGISLATION

Mrs. BARRETT. Thank you, Mr. Chairman.

You have already recognized the staff people who are with me.

Mr. Chairman and members of the committee, just for the record, I am Catharine Barrett, president of the National Education Association, comprised of 1.2 million members. We appreciate this opportunity to express our views on H.R. 69, a bill to extend and amend the Elementary and Secondary Education Act of 1965, and for other purposes.

First, we commend Chairman Perkins for initiating hearings on the renewal of the Elementary and Secondary Education Act early in this session of the 93d Congress. Programs operating under the authority of this act have played a significant role in the improvement of educational opportunities for millions of our youth.

I can speak very personally for this as a teacher in an elementary school in Syracuse, having had the opportunity to mount badly needed programs which could not possibly have been mounted any other way.

Two bodies of data which would have been most helpful to us in preparing this testimony were not yet available:

The 1970 Census data, which will play a major role in the allocation formula resulting in changes in the distribution of funds among the States; and

Information we are collecting on the fiscal situation in a number of school systems, which will be relevant to assessing the impact of late funding, impoundment, and delay in flow of Federal funds, and which will also contain opinions on effectiveness and improvement of quality of programs. We believe that the results of the survey may be of interest to the members of the committee.

Considering the implications of these items, we request the opportunity to confer with this committee at a later date.

In the interim, we offer to present witnesses—classroom teachers, directors of programs, people in various communities—who can give direct, firsthand knowledge because they are involved directly in the provision of federally aided services in local schools and can testify to the problems as well as the positive aspects of the ESEA programs.

The Elementary and Secondary Education Act of 1965 is the one Federal program addressed to the educational needs of children of low income families and to the impact that concentrations of low income families have on the ability of local educational agencies to support adequate education programs.

Though passed in 1965, it has not been funded to the level authorized or to the level adequate to make its programs available to all needy pupils. Nonetheless, it has been extremely important in improving the educational opportunity of millions of those children with the greatest educational needs.

The barrage of criticism which has been leveled at ESEA obscures the tremendous impact it has had in providing educational services and related programs to meet the needs of children from low income families.

While it has not been a panacea for all problems associated with the children from the inner city or rural depressed area, it has served to focus attention on their needs—needs which in many instances are truly desperate. This alone has been a change of revolutionary proportions in American education.

No other Federal program embraces singly and collectively the neglected segments of the school age population—the first Americans, migrants, bilingual, handicapped, low income, and the like.

It has prodded the State and local education agencies into dealing with these problems. If ESEA were to expire, it would be too easy to slip back to the more comfortable posture of "benign neglect".

The NEA urges this committee to extend this program, with authorization for adequate funding.

Congress, we are aware, is under pressure from the administration to replace many existing grant programs with one program of special educational revenue sharing. NEA has opposed, and continues to be opposed to, education special revenue sharing in the form and amount proposed to the 92d Congress, which would entail the repeal of ESEA and all other programs—about 30 in number, I believe—which would be included under special revenue sharing.

The major advantage claimed for the proposal is the elimination of red tape. We believe much of the red tape is of the administration's own making in excessive generation of regulations. The problem could be cured without special revenue sharing, or it could be intensified even if the event of special revenue sharing.

It is our view that the advantages claimed for the special revenue sharing proposal are ephemeral. Obviously, a whole new set of plans, reports, and regulations would be required. Any possible increase in State control which might result from special revenue sharing programs would be negated by conditions of decreased funding.

The discretionary grant programs which remain in NIE, the Office of Education, and with the Assistant Secretary will still be a powerful instrument for controlling use of State and local funds.

In addition, we find it unrealistic to combine existing grant programs into groupings for administrative convenience rather than for soundness in solving educational problems. The same child may be AFDC related, federally connected in various ways for impact aid purposes, bilingual, mentally retarded, and in a vocational education program.

We submit that the basic ills of the Federal grant programs do not lie so much with their multiplicity as with their low level of support and the lack of Federal funds for general support for the total educational programs.

In view of the fact that Public Law 81–874 was involved in the Administration's revenue sharing proposal of last session, we feel obligated to speak concerning the problems of the recipients of impact aid.

The National Education Association is especially concerned about inadequate funding to maintain quality education for children in school districts impacted by Federal activities and installations.

Since full funding has not been achieved, and a substantial loss of revenue to support the basic program in highly impacted districts creates a serious problem, we recommend that consideration be given to changing the authorizing legislation by establishing a priority for distribution to school districts with a high proportion of pupils who are dependents of those in the uniformed services. Testimony from these districts would reflect the seriousness of the problem and impact on the program.

The attempt to completely revise Federal aid is ill timed because it is imposed upon the extremely complex job the States now have in revising their State aid systems to comply with recent State and Federal district court orders.

If the Supreme Court upholds the decision of the Federal court in *Rodriguez* v. *San Antonio*, the needs for dramatic reform in 49 out of 50 States will be immediate. If the lower court decision is overturned, the demand for reform will be pursued State by State through the State constitutions, most of which, like California and New Jersey, have a provision similar to the 14th amendment of the U.S. Constitution.

No doubt there will be requests for a program of Federal funding to aid States to equalize the funds available to systems throughout the

States. Most State-local finance systems currently yield wide differences in pupil spending among districts.

This need for fiscal reform coupled with the present financial crisis in most of our large cities makes even more imperative the need to continue and improve the level of the Federal programs under the ESEA mantle.

We recognize that there is a likelihood that attempts will be made to add an antibusing amendment to any school bill that reaches Congress. We believe that busing is one of many legitimate means of desegregating schools. If Federal funds cannot be used to bus pupils to desegregate schools, school systems under court order to desegregate are forced to use State and local funds. If additional State and local funds are not provided for busing, the funds must be cut from the ongoing instructional or maintenance program.

The one restriction on busing that we could support is to prohibit court orders from taking effect other than at the beginning of the school year. The potential chaos created by mass midterm pupil transfers is extremely costly to the teaching and learning process.

The ingenuity of the opponents of busing we believe is matched only by that of the proponents of aid to private and parochial schools.

We oppose the proposed tax credits on Federal income tax returns of families with children in nonpublic schools. It is at best questionable whether the Internal Revenue Code can be used to circumvent the U.S. constitutional barriers prohibiting public aid to private church-related schools.

The Supreme Court has agreed to hear tax credit reimbursement cases stemming from laws in New York and Pennsylvania which are similar to proposals introduced in the last session of Congress.

While the amount proposed now is moderate, pressure would not subside until the tax credit equaled the per-pupil expenditure of the public schools. At this point, the public schools would be exclusively for the poor—those from families with no tax bill to credit.

This push for support of private schools through tax credits as well as vouchers is divisive in a nation where we must learn to live and work with many religious, racial, and cultural minority groups.

I am sure I need not remind this committee at the moment that in Mr. Nixon's budget, he has requested a substantial sum of money for the support of private and parochial schools.

We were pleased to note that title III of H.R. 69 was addressed to the solution of the problems of late funding—we hope that an early reauthorization of ESEA will stimulate an early appropriation for 1974.

Mr. Chairman, we would like to take this opportunity to reaffirm our position that the Federal Government has a financial responsibility to education—a responsibility which in our opinion it has never faced up to and never fulfilled.

There are two major components to what NEA would consider an acceptable level of Federal responsibility for public education.

The NEA believes that the Federal Government must provide general assistance to education in an amount which would raise the Federal Government's share of the cost of public education to not less than one-third of total expenditures by 1976.

Second, the association will continue to insist on full funding of existing categorical aid programs, such as compensatory education, innovative services, assistance to the handicapped, projects in bilingual education, and many more.

NEA believes that general Federal assistance, when enacted, should be on top of, not in place of, monies earmarked for specific categories.

We sincerely appreciate this opportunity and offer any assistance we can provide.

Thank you very much.

The CHAIRMAN. Let me compliment you, Mrs. Barrett, for a statement that represents the views of one of the leading educational organizations in the world. I am delighted to see public-spirited educators march before the Congress with statements of this type. You are certainly to be complimented.

And, you will be welcomed back here at a later date when you get the up-to-date data from the Office of Education and the Department of Commerce.

Mrs. BARRETT. Thank you, sir.

Chairman PERKINS. Since the money is dispersed on AFDC statistics and on per capita income, what suggestions do you have to offer along that line to improve the formula?

Do you have any more accurate or more current data?

Mrs. BARRETT. We really would need more current data, Mr. Congressman, before we could offer specifics on this.

Chairman PERKINS. You say the 1970 census figure is not available to you?

Mrs. BARRETT. That is correct.

Chairman PERKINS. The census was really taken in 1969.

Go ahead, if you have any thoughts along that line.

Mrs. BARRETT. Of course, data that will be helpful to us will be revealed by the survey that we are now making throughout the various school districts in the country. Representatives of these districts will testify in this area as soon as we have that material available. I believe it will be helpful.

Chairman PERKINS. The House Committee on Education and Labor has conducted several surveys which show that the greatest obstacle to obtaining better results and better achievement has been the inadequacy of funding all the way along.

Now, do you have any recommendations for improving the type of compensatory education that we now provide with ESEA funds?

In other words, should the law, in your opinion, require that at least $300 be spent on each pupil, or that almost all of the funds must be used to improve reading and math skills?

Mrs. BARRETT. To talk about $300 per pupil in a general sense can, to a large degree, defeat the purpose of these kinds of financial aids in a given school district.

If I take my own State of New York, for example, and we apply flatly $300 per pupil in the districts of that State which are widely varied in their ability to pay, we are not going to achieve what we need to achieve in compensatory education, in career education, in reading programs, in whatever needs to be done to make quality education available to every youngster, whether he is in the Gold Coast, in Westchester, or whether he is in rural Franklin County in northern New York.

What we must do is devise a formula which, when applied to the States will provide enough money behind each child, regardless of the wealth of his parents, to give him the kind of education to which he is entitled.

Now, we hope to have more data on this later and will testify more directly at that time on it.

Chairman PERKINS. Well, the President and the Bureau of the Budget have been yelling all along about redtape. Do you know of any educational programs—you mentioned about 30—that you would suggest should be abolished or abandoned in this so-called revenue sharing program?

Mrs. BARRETT. I can think of no program which is made possible in the kinds of districts of which we are all aware that could be abolished.

If we are going to talk about reading programs, if we are going to talk about bilingual programs, whatever we are going to talk about, if there is anything wrong with the programs now, it is that the funding is too small and that too many regulations accompany the money. The regulations in some instances at the local and State levels destroy the effectiveness of the programs.

Chairman PERKINS. Now, Mr. Meeds suggested a few moments ago that it was the duty of the Congress, after we appropriate the money, to see that the money is wisely spent. Do you feel that we should give the States the right to switch the money around from one program to another, which, as I understand, the so-called special revenue sharing proposal would permit? Do you feel that we should give the States that authority?

Mrs. BARRETT. Any funds that are appropriated for special programs in this manner have to respond to the needs of the youngster in the local school district. Therefore, there certainly at least has to be agreement between the districts and the States so that the purpose for which the money is appropriated initially cannot be misdirected at the State level.

Chairman PERKINS. I introduced a general Federal aid to education bill that would not permit the funding of general Federal aid until we reached the level of $3 billion for the Elementary and Secondary Education Act in order to protect the Act as the first priority.

Do you agree with that theory or, in your judgment where should we begin?

Mrs. BARRETT. Certainly I agree with that. Education is like anything else. You build, and you build a foundation first. The foundation of education is built at the elementary level and at the secondary school level.

Chairman PERKINS. Now, one final question. In your statement you mentioned a lot of paperwork. If that is taking place, how, in your judgment, can we remedy that situation?

Mrs. BARRETT. Well, of course, people who know me and talk to me quite a good deal about this whole process of education have heard me say many times that programs involving education need to involve experts in education, and we think those of us in the profession are experts in education.

That is one of the factors. There must be involvement of the profession to at least an advisory degree when regulations are drafted in terms of programs that will be carried into the States and into the local school districts.

Chairman PERKINS. Mr. Meeds.

Mr. QUIE. Mr. Chairman.

Chairman PERKINS. All right, Mr. Quie.

Mrs. BARRETT. We would hope for regulations that would be strong enough to enforce the purpose for which the money is appropriated.

Chairman PERKINS. Mr. Quie.

Mr. QUIE. Thank you, Mr. Chairman. Let me ask you, Mrs. Barrett: Do you think that any of the categorical aid programs could be consolidated together, or should they be retained?

Mrs. BARRETT. I think they should be retained in their present form.

Mr. QUIE. All time?

Mrs. BARRETT. Until there is visible need for discontinuance of them.

Mr. QUIE. I am not talking about discontinuing them. I am just talking about consolidating them with another program.

To use an example, consolidate title II of ESEA for library and textbooks, and title III of NDEA for equipment. Now, would it not be possible to consolidate those two and operate the program just as well?

Mrs. BARRETT. Yes, that type of consolidation would be possible.

Mr. QUIE. Thank you. I hope that people won't oppose consolidation just for consolidation's sake, but look at the programs and see if we can serve more efficiently.

Mrs. BARRETT. Yes, under the consolidation.

Mr. QUIE. Also, you say that we should not attempt to completely revise Federal aid now, that it is ill-timed because of the problem with the courts and so forth.

Are you saying that because you think that doing the complete revision is wrong now, or should be at a later time, or do you think whenever we do it we ought to give plenty of leadtime in order that you can make the transition?

Is it the leadtime problem, or do you think there will be some other time in our history that schools will not be in such difficult straits?

Mrs. BARRETT. It would be difficult to predict what the straits of the public schools will be 10 years or 20 years from now.

However, I think one of the problems that we are facing at the moment in the whole structure of financial support of education is what may happen in the States, if all of them are forced to restructure when we get the decisions in the court cases that are pending on how education shall be financed, what the role of the property tax is, what the role of the State is, what the role of the local is.

Let me say I really think that the time when the Federal Government should rise in support of education is long overdue.

Mr. QUIE. Let's suppose the Congress in its wisdom wanted to completely revise Federal aid, and I cannot understand, really, what you mean by "it is ill-timed." Even if we in our wisdom thought we ought to completely revise it, should we not do it because it is ill-timed, or should we do it and give some lead time so that the States could adjust to it?

Mrs. BARRETT. If the Congress is ready to look at realistically revising support of education, I would hope it might begin realizing that it must be a realistic program of support, and that the Federal Government must assume its role of contributing at least a third of the cost of education.

Mr. QUIE. That would be an increase on the part of the Federal Government. Would you approve setting aside a separate tax for education, and that could be even a trust fund, so that the responsibility to raise that additional money might go also with the responsibility of the taxes as well?

Mrs. BARRETT. I think it would be very difficult to give a direct answer to that question, Mr. Quie.

But let me say this: I would hope that first the Government would take an exhaustive look at the way it spends its present income, and determine whether there would not be funds within the present income to redirect to education.

If new systems of taxation are necessary, if indeed a tax for education is really necessary after every other source of present income and expenditures of Federal funds have been exhausted, then I would believe that we would have to go that way.

Mr. QUIE. Thank you, Mrs. Barrett. Now, also, I ask you these questions fast because I have a short time here in this time span, not that I want to cut you off or anything.

You mentioned your opposition to the tax credits for nonpublic school children, and I am not going to argue with you about that, because you have your position on it.

Mrs. BARRETT. That is correct.

Mr. QUIE. And you would not be changed by the arguments, anyway, and also the association has positions, and you should not be changing your position because of any arguments we would make here.

However, I do want to ask you: Do you support the aid to nonpublic school children in the Elementary and Secondary Education Act?

Mrs. BARRETT. Through what kind of a channel are you talking?

Mr. QUIE. Well, in the Elementary and Secondary Education Act, in title II you make available the library resources to both the public and nonpublic school children. In title I, the local school is required to provide its services to both the public and nonpublic school children. Both of them have stood the test in the court.

Mrs. BARRETT. This is not really objectionable. Of course, the whole textbook bit has been made available in my own State. It is a sort of loaning kind of program.

Mr. QUIE. Would you support the Congress going ahead and utilizing this means, at least, of providing aid to nonpublic school children?

Mrs. BARRETT. It seems like a worthy project, but we would not commit ourselves until we see exactly what the proposal is.

Mr. QUIE. The last question that I ask you: You mentioned the need, perhaps, of assisting the States in equalizing expenditures between school districts. If we did go ahead with a substantial increase in aid on the part of the Federal Government, as you have proposed, even to the extent of one-third, would you favor equalizing the difference between the States?

Mrs. BARRETT. I am going to ask Mrs. Flanigan to answer that one.

Mrs. FLANIGAN. The association has long been committed at both the State and the Federal level to more equalization of ability to support schools, so that the lower-income school districts, which are impacted usually with a heavy concentration of children of special needs, have an improved ability to support education.

Mr. QUIE. Then should we consider that equalization in the future, in title I of ESEA, you favor it on the general aid?

Mrs. FLANIGAN. ESEA has to be looked at in a different light, because it is directed to concentrations of low-income children, as opposed to other general aid formulas, which go out and presumably benefit any aspect of the program. So I think we are more involved with equalization in ESEA than we realize.

Mr. QUIE. If we had full funding of ESEA, title I, there would not be the need for concentration, then—is that right?—and the concentration comes about only because we don't have full funding?

Mrs. FLANIGAN. No.

Mr. QUIE. You don't agree with me on that?

Mrs. FLANIGAN. No. You are funding at a certain level, but you are now reaching all but a million of the children so qualified for ESEA.

The problem is with the amount of the funding, and the expectation of what $200 per child, or $300 per child, will buy in an education program. It amounts to about a dollar a day.

Mr. QUIE. You would not have that small amount if you had full funding. You would, for some States, have the national average, and for others have the State average, which means it would be $500 and above.

Mrs. FLANIGAN. I think the courts may speak to that problem, too. The ESEA formula has been challenged, I believe, by the State of Kentucky.

Mr. QUIE. Right. So I was wondering what your position on that is, because we may be able to change the formula so as to provide more equalization.

Mrs. FLANIGAN. My concern is with the child in New York as well as with the child in Kentucky. At the current level of funding, given the desperate needs of children where those programs exist, it is impossible to change the order of funding so you take from, say, New York, and give to another State.

I think the low level of funding is really the problem, here, rather than the questions of the formula.

Mr. QUIE. I recognize the low level of funding now is the problem, but I was thinking, if we got higher funding, if you would want us to go to equalization.

Mrs. Barrett, I want to thank you for your great testimony. You did a great job in Minnesota, and I look forward to working with you and others in the National Education Association as we develop elementary and secondary education legislation.

Mrs. BARRETT. Thank you.

Chairman PERKINS. Mr. Meeds.

Mr. MEEDS. Thank you, Mr. Chairman.

Mrs. Barrett, I, too, would like to compliment you on your testimony, and particularly on the last part of it, in which you say, "NEA believes that general Federal assistance, when enacted, should be on top of, not in place of, moneys earmarked for specific categories."

I really think you put your finger on the core of the problem about further aid or categorical aid or general aid or special revenue sharing. You are, in effect, recognizing that there are certain substantial educational problems that exist in this country that are not going to go away by simply changing the way moneys are allotted to special revenue sharing. Whether the State has control over how moneys are spent, or whether the Federal Government has control, or the local school district has control, there are problems in our educational system brought on by poverty, by lack of cultural experience, by a number of cultural backgrounds, by a number of things which specific programs in the Elementary and Secondary Education Act are aimed at. They have to be improved along with the general improvement in education, and they cannot be substituted for general improvement in education.

Otherwise, that group of our segment of our society is going to get further behind than it is right now.

At least, this is the way I feel, and I think that is what comes through your statement, that this money should be on top of and not in lieu of money. I really think that is the hard hitting—if you will pardon the expression—guts of your statement. I agree wholeheartedly with it.

I would like to ask you, Mrs. Barrett: Mr. Quie talked a lot about your statement with regard to the reasons for the lead time, or what your reasons were for being opposed to special revenue-sharing right at this time.

Isn't it really at least two factors: The grand change that they are suggesting in the administration that takes place in educational financing right now, and I think you properly question whether it should be done right now, particularly in view of the cases—the *Rodriguez* v. *San Antonio* case, the *California* case and a number of others that are pending.

Are there not really two reasons for not making a substantial change right now, one, which Mr. Quie I think properly brought out, lead time, and two, we don't know what is going to happen in the States?

Rodriguez v. *San Antonio* has not been decided by the Supreme Court. We don't know whether the Supreme Court is going to say to every State, "You have to change your system of educational financing," or whether they are not going to say that, but they are going to say something. So a substantial shift should not be made until we learn what that is going to be.

Would you agree with me about that?

Mrs. Barrett. Yes, I would agree with that. I don't think it should rule out, however, any advance planning that could be done, taking into consideration what alternatives might need to be made as a result of court findings.

Mr. Steiger. Would the gentleman yield?

Mr. Meeds. In a moment.

Indeed we know in several States, California, where we have had the decision there, and other States which have constitutional provisions in which similar decisions have been made, that the State is calling for a realinement in educational financing, so we can take that into consideration in those areas, but we don't know in all, and it should not, as you say, preclude educational planning.

Mr. Steiger. Would the gentleman yield?

Mr. Meeds. I would be happy to yield to the gentleman.

Mr. Steiger. I appreciate that.

The question that you asked and the response Mrs. Barrett has given raises a question in my mind.

Would this argument about the impact of the court cases make it difficult for us to justify a 5-year extension of the Elementary and Secondary Education Act? Ought we not, if we extend it at all, extend it for a relatively short period of time, in order that we might come back and determine what the impact is?

Mrs. BARRETT. Mrs. Flanigan, will you take that, please?

Mrs. FLANIGAN. I don't feel concerned with the amount if time that you extend it for, since you can always, at the Congress will, unextend it or reextend it.

I think the purpose of the 5-year program at least in the initial stages is to provide a sort of a guarantee that you will be going in this general direction for 5 years.

However, there has not been a year yet when we didn't feel that there was a real threat to the funding of some of these programs.

Mr. MEEDS. Now, Mrs. Barrett, I assume you would also agree with me that the present funding method, particularly of title I of ESEA, has the effect of alleviating problems to which *Rodriguez* v. *San Antonio* directs itself, that is to say, the inadequacy of funding in poor districts.

The effect of ESEA, title I, is to funnel money predominantly into those districts, is it not?

Mrs. FLANIGAN. That is correct.

Mr. MEEDS. And the effect of special revenue sharing might be exactly the opposite. It might not, but it might be. If a State chose, or a local municipality chose to do it that way. Might it not?

Mrs. BARRETT. We would not predict on that at the moment.

Mr. MEEDS. Well, I am sure it is very difficult to predict, but it is rather clear to me that it has been, and indeed it has been in the past in some areas—in some areas, not in all.

Now, one more question. You talked about the tax credit and the parochial schools, and as a member who was instrumental in the initial breakthrough in 1965 in providing financing for parochial schools through the Elementary and Secondary Education Act, I think I have some understanding and sympathy with the problems of parochial schools.

You mentioned that the President had set aside money in his budget for parochial education. Could you tell me where that was, for aid to parochial schools?

Mrs. BARRETT. I will ask Mr. McFarland to check that out.

Mr. MCFARLAND. Yes.

Mrs. FLANIGAN. It is mentioned in the budget in brief, sir.

Mr. MEEDS. But have you been able to find any place where indeed there is any specific sum set aside?

Mrs. BARRETT. It would probably be a decrease in the revenue that he counted on.

Mr. MEEDS. Indeed it would be, but I don't see any specific recommendation with regard to either a tax credit or any specific sum set aside for parochial education, and if there is, I would be very happy if you would enlighten me.

Rather, it is, I think, that there will be a proposal coming for tax credit.

Mr. McFarland. We are sensitive about this due to Mr. Weinberger's statement before the Ways and Means Committee last session, when he indicated before Ways and Means that this money could be secured by taking the money from impact aid.

Mr. Meeds. Indeed, and I am a little touchy about that, too.

Let's assume that there is no specific amount set aside for aid to parochial schools, other than what might be going through the Elementary and Secondary Education Act right now, and that the proposal of the administration is to later support a tax credit proposal which would have the effect of reducing the revenues to the Treasury of a billion dollars, say. Let's just use that as a round figure.

Do you feel that is any different than allocating from collected revenues $1 billion for parochial education?

Mrs. Barrett. Ours is a very sweeping general kind of position in the whole area of private and parochial schools. We do not believe that any Federal funds—however they appear in the Federal budget, however they get where they are, however they are collected—should be used in support of private and parochial schools.

Mr. Meeds. Well, you are taking the constitutional and strict interpretation.

I am sure you would not disagree with the way funds are being allotted for parochial schools under the Elementary and Secondary Education Act in title I, title II, and other areas.

Mrs. Barrett. As I understand it, sir, that is the aid to the child program.

Mr. Meeds. Well, I don't want to engage in semantics. In any event, call it aid to the children or whatever you will, would you not agree with me that whether it is $1 billion that is given as a tax credit—that is to say, never gets collected by the Federal Government—is no different than putting a billion dollars in parochial education after you collect it? It is still going to cost the taxpayers of the United States $1 billion.

Mrs. Barrett. You are exactly right.

Mr. Meeds. Thank you.

Chairman Perkins. Mr. Bell.

Mr. Bell. Mr. Chairman, I would yield to one of the members.

Chairman Perkins. Mr. Steiger.

Mr. Steiger. Thank you, Mr. Chairman.

Mrs. Barrett, I am pleased that you are here this morning, and I am interested in the views as expressed by the National Education Association on this question of what we should do, but out of this, quite honestly, come a number of concerns that I don't believe you have at this point touched on, and I would be pleased to have your comments on some other issues with which I think we have to deal.

One of my concerns is the position of the National Education Association on the formula that we use for the distribution of funds under the Elementary and Secondary Education Act. I wondered whether the NEA has at this point developed a position which would indicate whether you support the use of the 1970 census data, and, if so, what steps can or should the Congress take regarding the rather substantial impact upon a variety of States when one uses that census data?

Mrs. Barrett. Mrs. Flanigan is our financial expert, so I will turn the question over to her.

Mrs. FLANIGAN. I have just received the 1970 census distribution of numbers of children at various income levels. I really would appreciate the opportunity to get it on the computer and run it off and study it before we respond to that question.

Mr. STEIGER. I would be delighted to find out what the computer has to say about that question.

My concern, as you can understand, is, for example, in the case of Wisconsin that we lose a percentage change of something like 40 percent minus. In the State of New York they go up to something like 25 percent.

Mrs. FLANIGAN. I have heard that rumor, but I don't know whether they are going up because of the other factors in the formula, or whether they are going up because of an increased concentration of low income children in the State.

Mr. STEIGER. Just based on the low income factor, would it be possible for you, at the point at which you have run this through your computer, that, Mrs. Barrett, you could submit something to us that would indicate what you judge to be the impact of the census data, and what suggestions you would make?

Mrs. BARRETT. We would be very happy to provide this, and any other information that any of the members of the committee might find they need. If we have it, certainly will make it available to you upon request.

Mrs. FLANIGAN. Yes.

Mr. STEIGER. I would be very grateful for that, because I am sure, knowing the propensity of the House particularly for data and statistics, that will be a major factor in whatever decisions this committee makes as they come to the floor and attempt to defend whatever decisions we may have reached within this committee.

You have just distributed for all of us a publication from your research division on the estimates of school statistics for 1972–73, and that information is always of interest, but out of that I don't find, for example, any substantive analysis of the impact of title I of the ESEA.

What has it done? What kinds of results have you found in terms of the effect on children of the use of elementary and secondary education money?

I don't really see in here anything related to how the funds are broken down. For example, in title I, what percentage goes to instructional materials, what percentage might go to teachers' salaries, what kind of percentage goes to administration and overhead, this kind of thing?

Have you got any data that would be available to the committee that will give us some guidance on that question, or those questions?

Mrs. BARRETT. Mrs. Flanigan is also a part of this study, so I am going to turn it over to her.

Mr. STEIGER. Mrs. Flanigan.

Mrs. FLANIGAN. Every year we ask the States for this data. We also ask the States to fill out a separate sheet by Federal program which would just get the amount of funds, program by program, that they expect to receive. Generally, they don't fill that out, because they don't know, so they are guessing in total rather than allocation by specific program.

The information you requested on the impact of ESEA funds on programs I think is best gotten from the evaluations of the ESEA that have been done under a number of contractors who went right into the districts and studied them. They have been summarized and should be available to you.

Your question on how the funds are spent is answered in the annual evaluation of ESEA that the Commissioner of Education does.

Mr. Steiger. Does not the NEA take any evaluation of ESEA?

Mrs. Flanigan. We have reviewed other people's evaluations. The amount of money involved in these evaluation studies is in the nature of $100,000; those contracts have been let by the Federal Government generally. We have not participated in those.

Mr. Steiger. But that does not answer my question.

My concern here is that, as the chairman rightly said, this is one of the leading national organizations in the field of education, a professional organization, and we still at this point, I think, for example, are waiting to find out should we concentrate in reading and math in terms of the use of title I money under ESEA?

Does the NEA think that is a good idea, a bad idea? What is the evaluation that you make?

You come here, you have said you support an extension of ESEA, and I would hope that out of this we might——

Mrs. Flanigan. I think Mrs. Barrett answered your question when she said that reading and math may not be the prime need of a given group of children in a given classroom. They may need breakfast first, or they may need social studies, or they may need help on intercultural relationships.

I think one beauty of ESEA is that, when money reaches the school district level, the school can then apply the funds to meet its greatest need.

Mr. Steiger. Right, but out of those districts undoubtedly there is an NEA affiliate involved in the teaching of the elementary child, and one would, I hope, be able to come up with something that would say, yes, the reading level was increased by *x* percent, that the child gained *x* number of pounds, if it is a breakfast question or a lunch question.

What do you have for us from a professional standpoint on the rightness or the wrongness of this concept of aid to the disadvantaged?

Mrs. Flanigan. I think if we have learned one thing since ESEA went into effect, it is that there is probably not a short-term cure for all of the education ills that have been pyramided over generations. I think the pursuit of the one thing that is going to solve all the educational problems we have, we are less enamoured with it than we were 10 years ago.

Mr. Steiger. What has been the reaction of the National Education Association, Mrs. Barrett, to Christopher Jencks' latest study?

Mrs. Barrett. Well, I think that perhaps our reaction is as mixed as many of the reactions that have been expressed.

We find very little new in Mr. Jencks' latest statement. We find pretty much a review of statements by people who have ventured into this same field prior to Mr. Jencks.

Mr. Steiger. Do you think that the Jencks' study contributes anything to our understanding of what we ought to be doing in this field?

Mrs. Barrett. Well, I am sure that it makes some contribution if only to review what other people have said originally, but I do not believe that the contribution is substantial.

It certainly should be read, it should be evaluated in terms of education today, the needs that exist, and so on and so on, but I don't think it will make any significant impact on what is happening in education.

Mr. STEIGER. One last question, if I may, Mr. Chairman, knowing that our time is short, and there are many others who are here.

In your statement, on page 4, you have made a suggestion which says that,

> We recommend that consideration be given to changing the authorizing legislation by establishing a priority for distribution to school districts with a high proportion of pupils who are dependents of those in the uniformed services.

Do you want to go a little further with that? Are you saying that the law ought to be changed so as to reflect a greater concentration of men and women in military with dependents, rather than just the Federal impact concept that we now use?

Mrs. BARRETT. Yes.

Mr. McFarland, please.

Mr. MCFARLAND. We have a great concern over the way that appropriations come through for this program.

One major example is Bellevue, Nebr., which is about 45 percent impacted. Each year, the school district, the school board, and the superintendent go through having to decide if they can continue to operate the schools. Certainly this affects the teachers.

In December, from somewhere, they were given an additional amount of money so that they could proceed. Their problem is mixed up with the fact that the appropriations bill was twice vetoed, and so forth, and the level of spending was at the previous year.

We are concerned. If a remedy could be sought to alleviate this situation in the authorizing legislation, we would be interested in working something out.

I don't remember the figures, Mr. Steiger, right off the top of my head, how many are A's or B's. There are about 25 to 40 school districts across the country that have this very severe problem each year, and part of it is related to the appropriations.

Mr. STEIGER. That I appreciate.

Thank you very, very much.

Chairman PERKINS. Mr. Mazzoli.

Mr. MAZZOLI. Thank you very much, Mr. Chairman.

Mrs. Barrett and your colleagues, we thank you for coming today and giving us some information.

Mrs. Barrett, why would you figure that we ought to keep part B of the impact program?

Mrs. BARRETT. Stan.

Mr. MCFARLAND. Very simply. The payment for federally connected students is in lieu of tax. Because of the Federal property, the school districts are very heavily impacted and prohibited from taxing all available bases.

Mr. MAZZOLI. You use the term "impacted," and that kind of reminds me of a sore wisdom tooth, and I am not sure that isn't why the word was put together, because it is very highly descriptive, and it conjures up in our minds something quite worrisome and bothersome and painful.

Is it that painful as a general proposition to retain this kind of assistance program?

Mr. McFarland. I think one of the problems has been that over the years there have been amendments to that portion of the bill that have extended the number of B students. For example, Congressman Quie always used the example of Montgomery County, Md., which is receiving impact funds, even though he is working in the District of Columbia.

I think that there are provisions of the act that we would recommend the committee take a look at.

Mr. Mazzoli. Would you submit such recommendations?

I can understand part A, and I can understand—even though we didn't fund it—part C, but I am a little bit befuddled by part B. I would appreciate recommendations from you about what we can do with the impact program.

Mrs. Barrett, why the near paranoia on the part of professional educators about allowing a special revenue program to take place?

Mrs. Barrett. A special revenue funding for education, in the opinion of educators, defeats the whole purpose, the whole reason for which public schools were founded is, to provide an adequate, equitable kind of program of education for every child, wherever he is, in terms of his needs.

If we are going to have that kind of education, we have to have an equitable dollar in terms of general support for education behind that child.

Mr. Mazzoli. And you are convinced that a program of general revenue sharing, special revenue sharing with respect to educational programs, is not the way to guarantee to each child?

Mrs. Barrett. Stan.

Mr. McFarland. I would like to make a distinction. I don't think you can compare special education with general revenue sharing.

Mr. Mazzoli. Let's talk about special.

Mr. McFarland. That does not talk about money. I think our problem is the times in which it is being proposed.

Mr. Mazzoli. Do you fear the unwillingness of local school authorities to fulfill the needs?

Mr. McFarland. I think it is very basic that we have reason to fear a loss of revenue for education programs under the special revenue program. It is just that simple.

Mr. Mazzoli. Do you think that there is an enlightened leadership in education on a local level today?

Mr. McFarland. Yes; in most school districts.

Mr. Mazzoli. And in most situations do you think they can handle special revenue sharing adequately and equitably?

Mr. McFarland. They probably could, but we are convinced that is not the problem.

As I said before, there will be a reduction of financial resources coming to districts through the special revenue sharing for grant consolidation.

Mr. Mazzoli. For the pure academics of it, let's assume you have the same amount of money coming in, but this comes in with fewer strings and fewer categories.

Mr. McFarland. Theoretically, and everything being equal, I don't think that the NEA in the future could refuse to support that kind of a program.

Mrs. **Flanigan.** May I add to that?

Mr. **Mazzoli.** Yes, ma'am.

Mrs. **Flanigan.** Last year we surveyed the large city school systems, and we found about two-thirds of them pretty much in a crisis situation.

The testimony we got from one Southern system which was under court orders for busing was that the only children in the system getting public funds for schoolbooks, supplies, and so forth were the children in title I. Now, quite obviously, they were the children who needed it most.

We do fear that while the situation will not be that exaggerated if, for instance, there is a loud call in the State, probably through court order, for one type of child or another, it will divert funds from the low income children, from the neglected children, from the delinquent children, from the first Americans, et cetera.

Mr. **Mazzoli.** What you are really saying is that you are not sure you could withstand the politics at the lower level?

Mrs. **Flanigan.** That is a part of it. The other part of it is the sheer fiscal crisis which has been existing annually at the local level.

Now this, coupled with the need for the State to equalize among districts, would give not very much protection to these special classes of children who live in fairly well-to-do districts, as we measure them, but as they may not be in fact.

Mr. **Mazzoli.** I wish I could pursue this further, but we are in a 5-minute limit here.

Let me ask Mrs. Barrett how can you equalize per pupil expenditures, as these many court cases purport to do, when you in NEA have advocated adding generally on top of the categorical programs? Isn't that in and of itself unequal?

Mrs. **Barrett.** No, not necessarily. It is not.

We are talking about general school aid, general school funds. We are talking about a basic program that will be adequate to the needs of every child.

Mr. **Mazzoli.** Equalize expenditures, if you are going to have some children getting categorical programs, which would then mean that the per pupil expenditure for that exceeds an average? How can you have equal educational expenditures?

Mrs. **Flanigan.** None of the courts have indicated that they have considered it an unequal situation where a child needed and received additional educational services.

Mr. **Mazzoli.** If I might just intrude a minute, I sat in here last year, and we had some lawyers who speculated that anything beyond an average for any pupil was unequal, as they read the general holdings, and they felt that that is what the Supreme Court will, in effect, say.

Mrs. **Flanigan.** Well, the response to the *Minnesota* case, for instance, permitted them to count in the welfare children at 1.5. We had an average weighted factor for them, and the court approved that.

All of the formulas have considered such weighting.

Mr. **Mazzoli.** Then we can say that the NEA feels that you can have unequal expenditures, is what it really amounts to?

Mrs. **Flanigan.** Yes.

Mr. **Mazzoli**. Let me ask a final question.

Mrs. Barrett, you indicated when Mr. Quie talked to you about the formula, title II and title I, which permits some money to go to private and parochial schools as not being offensive to your standards and the NEA position.

You further said any use of public funds for private or parochial schools would be offensive, and in speaking with Mr. Meeds, you amended that to say that the use of it through ESEA was not in the end product in opposition to your feeling.

So we say, therefore, you don't have a feeling that it is unconstitutional, that it is wrong, that it is a derogation of public education to have private and parochial schools wrapped into, folded into, ESEA, but that a separate program where the direct Federal funds go for pupils, or a system of tax credits, would be in fact a derogation of public education?

Mrs. **Barrett**. That is correct.

Mr. **Mazzoli**. All right. Now, tell me why. Why do you make that distinction?

Mrs. **Barrett**. Stan, you take that.

Mr. **McFarland**. We have based our position essentially upon the Court's decisions. Aid to the child as handled under ESEA is constitutional.

Mr. **Mazzoli**. If we were to put a bounty on each child of $50 or $100 or $200, or whatever it is, just for him to be spent, would that be offensive? Would that not be aid to the student?

Mr. **McFarland**. Yes.

Mr. **Mazzoli**. And that would be OK by you, then, as far as use in the private or nonpublic school?

Mr. **McFarland**. Well, the basis of the child benefit theory is that support comes through the aid of public agencies to provide better educational opportunities.

You are talking about some kind of a direct——

Mr. **Mazzoli**. I was just trying to get to the point of saying I can't really quite get the distinction. I think it is a very subtle one.

Mr. **McFarland**. We would be very happy if the court—and there are several cases going to the court in New York and otherwise—would resolve this problem.

Mr. **Mazzoli**. Thank you, Mr. Chairman.

Chairman **Perkins**. Mrs. Barrett, I understand that this is your first appearance before a congressional committee, and I certainly want to compliment you for doing an outstanding job. In my judgment, you are well representing the National Education Association.

Mr. **Mazzoli**. I believe you had one comment.

Mrs. **Barrett**. I had one sentence I would like to give at this time.

We cannot suppose, Mr. Mazzoli, that all children start out equal in this world, or equal in the field of education. Therefore, if we are talking about absolute equal in what is offered them in education, we are discriminating against them before we start. They do not start out equal.

Mr. **Mazzoli**. Many of us share that point of view, and wonder about the whole effort to making equal expenditures to provide somehow an equal pupil at the end of the line.

Thank you very much.

Mr. LEHMAN [presiding]. Mr. Bell.

Mr. BELL. I am happy to welcome you before the committee, and also thank the NEA generally for its very fine work throughout the Nation.

Mrs. Barrett, I was interested in page 4 of your statement in which you talked about the National Education Association tending to favor legislation establishing a priority for distribution to school districts with a high proportion of pupils who are dependent on those in the uniformed armed services. That is a rather interesting concept.

Are you saying that you would prefer this as a more clearcut way for impact aid, to go that route, and that you would eliminate some of the other features of impact aid?

Mrs. BARRETT. I will ask Mr. McFarland to speak.

Mr. MCFARLAND. No, Mr. Bell. As I said before, our concern is partly an authorizing problem, and also an appropriations problem.

School districts where 25 percent of the revenue comes from P.L. 874 live on a year-to-year basis, which entails in many cases reduction in educational services, teacher services, and so forth. They live on more of a crisis basis than the other people who receive benefits from P.L. 874.

Mr. BELL. I see. Would you generally favor, or your organization generally favor eliminating some of the P.L. 874 people, such as those in the B classification?

Mr. MCFARLAND. No, sir. We do have concerns about possibly some of the inequities of how the money is distributed under the B categories, and we would be most happy to offer our suggestions to the committee.

Mr. BELL. You do feel, don't you, that the general categorical type aid through the impact method has been somewhat overlapping and has not really been functioning as effectively as it should, and that it really has not been meeting the ball on this problem, would you not say?

Mr. MCFARLAND. Are you referring to the aid case?

Mr. BELL. The general impact aid program.

Mr. MCFARLAND. We like the general impact aid program. It is the only true general money that flows into the local school district that can be used for general purposes.

Mr. BELL. In other words, you want the impact aid program that has been going on year after year to continue as it is?

Mr. MCFARLAND. In general, yes.

Mr. BELL. I see.

Mrs. Barrett, you talked about redtape and the purpose of the revenue sharing being primarily to eliminate redtape. Would you not think in some cases that could be very important, the elimination of some of this so-called redtape?

I know in some of my districts in California, and in other areas of California, we have had some momentous problems of small school areas trying to fill out forms and adequate forms to get the kind of money they need under this category or that, and in some cases they didn't have the manpower or the ability to fill out the forms properly—they didn't understand it—they therefore didn't get it.

Would you not concur that under revenue sharing you have a certain amount of flexibility—that is what the local school may need?

Mrs. BARRETT. Yes, I would agree that there would be a degree of flexibility. A prime example of that kind of redtape is my own school district had to go through on a small funding for nonprivileged youngsters in that particular school district.

There was so much redtape that a large committee came down here and started at the congressional level to try to unwind the redtape which grossly discriminated against some districts, only to find that starting here, going back to the State and going back to the local, after putting an inordinate amount of time on it, we could not unroll, unwind, the redtape.

Mr. BELL. This was when?

Mrs. BARRETT. This was last year under a special program in our inner-city schools.

Mr. BELL. That was not under the revenue-sharing program then; was that?

Mrs. BARRETT. Stan?

Mr. MCFARLAND. Sir, although one of the stated purposes in the revenue-sharing program submitted last year was that that program would eliminate redtape, we feel that that is not necessarily the case. Obviously, it is an opinion, from what we have heard. The details of the way it is going to be handled, the committee did not even hear.

Mr. BELL. You said something a few minutes ago that is rather interesting. You said that you felt that the people at the local school level were generally fairly talented and, I take it from that statement, that you feel they understand where the emphasis should be in the schools.

Assuming that you do eliminate some redtape, would you not also think, considering your comment about the school personnel, that they could probably do it a little bit better than people directing it from the Commissioner's office in Washington?

Mr. MCFARLAND. Oh, I would agree with that, but I don't think the situation is going to change that much. Under education revenue sharing in the proposal last year, a number of direct State grant programs and discretionary programs would in some cases be lumped together.

The systems for operating these programs are quite different. Your discretionary programs are those programs you have to apply for directly from the Commissioner.

Now I would assume that whatever the administration sends up this year, there will probably be changes and revisions, and so forth. We can only speak in terms of what we saw from the past year. We can only anticipate.

Mr. BELL. I think you have to judge more from the philosophy of revenue sharing rather than one or two individual cases at this early stage. I don't think there is any question, and I see it true—I see it true in business, I see it true in government, I see it true in schools, I see it true in everything—that you can usually run things better at the local level than you can from long distances away.

And I don't think that you can deny that. As I understand your comments to Congressman Mazzoli a few minutes ago, you sort of accepted that the real reason why you don't like the revenue sharing program is basically because you don't feel you will get enough money.

Mr. MCFARLAND. I don't know that there is any guarantee. We have not heard of anything in the material from various people who have discussed the special revenue programs that there is going to be really any substantial difference in terms of redtape, paperwork, and regulations at the local level.

Because there are categorical programs, you are going to have to spell out and follow the regulations. Whether they come from the Federal or State level, they are regulations.

Mr. Bell. There are some regulations, but I think a very clear distinction of the special revenue sharing is that it is going to be less control and less influence. That is the whole purpose of it.

Mr. McFarland. Well, sir, we don't feel that is the case.

Mr. Bell. No, you have to go through the old statement, "If you have not tried it, don't knock it." Certainly with the system we have been using in California, there have been a lot of complaints, and I have had to live with them.

Mr. McFarland. There is authority on the books that through HEW, the Education Division, and OE, that could bring about the very same thing that they are trying to legislate through grant consolidation.

In fact, there have been target programs in several States several years ago to attempt to do this very same thing in terms of reduction of redtape and consolidation, cataloging of guidelines, and regulations.

Mr. Bell. You have heard of the Cranston amendment, have you not? As I recollect, the Cranston amendment, which was adopted last year, prohibited HEW from doing the very thing you are speaking of.

At any rate, as I said earlier, I think you are going to get more efficiency if you give more flexibility to the people at the lower level, and I think they will also get more flexibility.

Mr. McFarland. That is why we are interested in general aid for money flowing in where they can make those decisions without the paperwork.

Mr. Bell. But the general aid programs of the Elementary and Secondary Act, which I helped to write in 1965 along with Chairman Perkins, were good for that time and were needed—but I think there is a lot left that needs to be done, a lot left to be desired.

Mr. McFarland. We do not consider ESEA general aid. The problem was that there were too many requirements.

Mr. Bell. No, I said the Elementary and Secondary Education Act which was not necessarily general aid, but was to some extent honed in on title I purposes, and so forth.

Mr. McFarland. Sure.

Mr. Bell. I gather that your main complaint, however, is the amount of funding.

Mr. McFarland. This is further compounded by the administration budget request which was made public on Monday.

Mr. Bell. Beg pardon?

Mr. McFarland. This concern is further compounded by the administration budget request which was made public on Monday, because the program part of it is based on a special revenue sharing or a grant consolidation basis, and our fears were certainly borne out in this regard.

Mr. Bell. In other words, your concern is that there will be lack of funding?

Mr. McFarland. Yes, sir.

Mr. BELL. Now, you know in running anything, whether you run a business or run a government, you have a problem of financing. You have to have enough revenue to take care of it. I would like to ask you this question. Would you be in favor of raising taxes to get more funding, for example, increasing the income tax?

That would be one way that you could get the money that you need. You would have to fish or cut bait on some of these issues because you can always say that we will rob Peter to pay Paul over here, and it never ends up that way. As a practical matter, what you are really faced with and what you are really saying now is that you are unwilling to raise taxes.

If you are willing to raise taxes, that is one thing. Maybe I might agree with you—I would not say that in my district. I might agree with you, but the answer might be that things will have to remain pretty much the same.

Mr. McFARLAND. Obviously, something has to give. The NEA does not have a position whether there should be a tax increase or not, but we all read the press. There is a great deal of speculation in some quarters that, although it is said there won't be, there will be a tax increase in the next year or so.

Mr. BELL. Well, I don't think there will be a tax increase, and I, of course, was being a little bit humorous, facetious on that, that I might agree with you, but I do think that you have to come to the conclusion that either you raise taxes or you stay as you are on some of these things. I think that the Nixon administration has shown its concern by virtue of the fact that their human resources features are much larger than they were in the previous administration.

Mrs. BARRETT. Would you agree, Mr. Bell, at the same time this Nation has the responsibility of examining its priorities?

Mr. BELL. That is right.

Mrs. BARRETT. And reordering its priorities hopefully so that for the first time in history, education would be a priority of this Nation.

When the Federal Government contributes only 7.7 percent in support of education, it seems to me it is pretty low on the priority list.

Mr. BELL. Well, Mrs. Barrett, I can't say that I have always agreed with you, as you will note by some of my votes. I have felt that education has been given a bit lower priority that it should have, perhaps, but I do have to add that for the person who has the responsibility of running government, you have to have some sense of how far you can go and from where you can take it. When you say this, Mrs. Barret, I have to say the same thing, but lately, I have been likely to say, "Well, I will take it from something," rather than to just say, "I think it has too low a priority and let's put some additional money into education. I think you first have to tell me from where to take the money. Shall we take it out of the cancer fund, for example, or shall we take it out of something else? Where do we get the money to do this?

Mrs. BARRETT. Of course, within NEA which runs on a very limited budget compared to the Federal Government, when we examine the programs we need to mount, we think first in terms of serving the needs of the membership.

Then we budget programwise to meet the needs of the membership. This is a very simple example.

When I start comparing the National Education Association to the Federal Government and the money that is there, what I am saying to you is we have priorities for our membership, and I am sure that the Federal Government has priorities, but how have they arrived at the priorities?

When has there been a very thorough examination of the amount of funds allocated to various functions at the Federal level? How does the Federal Government really know that it is making the kind of an effort that it must make in education until it looks at the amounts that are allocated in every division of Government, defense and all the others?

Are the youth of the Nation a priority? Or are they not?

So far they have not been.

Mr. BELL. Let me say that in the Federal Government there are obviously many people who study this. I think that all citizens, because this is an important period we are going through right now, considering the possibly dangerous inflation spiral, the question of the tax increase, as you have pointed out, and other things that could result in a very bad situation.

All right. I think that we all have the responsibility not just to say, "Well, this deserves a higher priority," we ought to say, "What do we take from, from what Peter to pay what Paul?" I think we must approach it from that angle because inflation is a problem for all of us. No longer can we just say, "That does not have a high enough priority, let's take from something else." I think we have to start saying what we are going to take from and to make that clear. I think that is one of the things we have to start thinking about.

Mrs. BARRETT. I do not disagree with that. I think it is the responsibility of government to do this.

Mr. BELL. It is not just the responsibility of government, but, also of the citizens.

Mr. LEHMAN. Thank you, Mr. Bell.

The acting chairman would also like to compliment Mrs. Barrett on her presentation this morning. I feel like I never left the Dade County School Board.

Most of the things that were said today I have to relate to my background of experiences there and how these kinds of problems have affected the operation of the local school board where you are on the front lines. I think the main thing, as it looks to me, is that the thrust is a two-pronged type of philosophy. One is that we must bring equal educational opportunity to every child in this country, and the second is that we must do so under a fiscal responsibility and perhaps, as bad as the word sometimes sounds, even an eventual accountability.

I think this is the kind of thing we are going to have to wrestle with, and I think we are going to have to address ourselves to this. But in order to bring about this kind of equal education opportunity, I would like to pursue this equal fiscal ability to give each child the same amount of financial support in regards to the *Serrano* decision.

But to me, I think it is wrong to assume that because each child does not need the same amount, some children need a lot more than others, and I think the only way we can seek this kind of relief is not at the State level, because I don't think the States are going to be able to do this.

I think we must look for it in the kind of legislation we have at the Federal level.

Just as I was talking to Mr. Perkins, in raising corn in the bottomland you might get 150 bushels and maybe on the hillsides you might get maybe 50 or 60 bushels, and you just don't want to take the hillside children and equate them with the bottomland children because you are going to end up with a lot of different kinds of education.

I think what we have to do at the Federal level is to see that these kinds of equal opportunities are available and that you are going to have to make the States be responsible for at least equal funding, even though the needs may be unequal.

I would like to address myself to just a couple of problems in regard to the way I see what is happening in this act as applied to the local level in my experiences. One is that we find out you talk about categoricals and regulation. For instance, we are faced with the problem of whether you have 10 schools to apply all the title I money and concentrate it, or whether you try to spread it out over 25 or 30 schools in some odd school districts.

We run into situations: How can we change the act so that the school board won't have to make those kinds of decisions? We were forced under the title I program to limit the number of schools to which we could apply this act, and actually some of the nonqualifying schools were no longer eligible under this act. Ironically the schools that sometimes needed it most of all—for instance, we had a school called Coconut Grove which had mostly all black ghetto children. Then we integrated that school and immediately the school no longer qualified, and the black, disadvantaged kids in that school really needed title I money just as badly. What can we do on that?

Let me give you all the questions, and then you can give me all the answers.

How can we change this? What can we do in this act? One of the problems is that staff in the local school leave as the funding begins to run out. What can we do to amend the act so that the staffing and programing at the local school levels will be assured at least of quality of funding the following year, so we won't get wiped out from year to year or that there won't be that level of uncertainty among the staff that is so bad on the morale of the teachers and the administrators?

The other thing is: What can we do to get a little more flexibility in the use of these funds, without getting out of the categorical aid, that will channel these funds in the right direction?

Also, as Mr. Bell says in the either/or terms of application of educational funds, where are you going to take it from if you had a choice of impacted area funds or a choice of title I money? Where would you put it? I know you say these are the only funds we have, and that we have a general fund where we could apply it.

If you had a choice of impacted area funds, which is the only windfall we get in many of the local school levels, where would you put this? Would you put it in the title I money if you could take it out of impacted area funds? I know what I would do.

Then one other thing in relation to the continuing question of criteria or devices to measure the success of these programs. What can NEA contribute toward a realistic approach to measure the kinds of successes of this program that do not lend themselves to just math scores and reading scores. I know and I have been aware of the changes in the climate of a school that you cannot measure with any device that I know of, just by the use of title I and similar kinds of money. What does NEA bring to this?

We don't have standardized test scores for the military, so why should all of a sudden education be the one that has to have the rigidity of devices that measure success or failure?

I guess maybe I have asked what can you bring in relation to that. I guess I have asked you about as many questions as you probably would have an opportunity to answer. I certainly appreciate your coming. It is going to be tough.

One other question. In the revenue sharing I think there would be more overhead and more bureaucracy involved in that than I do in direct grants in many ways.

Also, do you think there would be actually less funding on an overall basis?

So I will give you a lot of questions, and you can take your time and answer them the best you can.

Mrs. BARRETT. Thank you, Mr. Chairman.

Let me say that you have given us enough questions to develop a thesis.

We will try to answer some of them.

Let me say, too, that I share your frustration, as I believe you indicated you were a former board member. I share your frustrations as a teacher because——

Mr. LEHMAN. I have been a teacher, too, in the public schools.

Mrs. BARRETT. Very good.

For all too many years I have been placed in a position about May 30 of having a director coming from the office saying, "There is this much available for textbooks or something so hurry up and get your order in yesterday so we can be sure we spend all this money." In some instances it was like $1.47 per pupil or something like that, but nevertheless, when you are hard put, $1.47 per pupil looks like a lot of money.

Now, we share your feeling in the whole area of testing program. We are opposed to the kinds of testing programs that go on, we declared a moratorium on that. We are directing the work of the task force strictly to this area of testing.

The question of accountability of course comes up time and time again. When are the schools going to be accountable for the amount of money that we pour into them? When are teachers going to be accountable for the kind of learning that takes place with the youngster? We want to be accountable, indeed we call for accountability, but we find it very difficult, Mr. Chairman, to be accountable in areas in which we have no part in shaping what takes place, whether it is in the instruction program, whether it is in the distribution of money, whether it is in the area certifying teachers, or what have you.

I won't go on and develop that, but I would like to.

Mr. LEHMAN. I would like to see the reports of your task force.

Mrs. BARRETT. They will be available for you. We are having one on accountability, we are having one on testing, we are having one on involvement in the standards that apply to the profession.

Mr. **Lehman.** I read the book, "The Tyranny of Testing," many years ago.

Mrs. **Barrett.** Very good. I would like to ask Mr. McFarland to respond to how the legislation can be shaped to overcome the things that are happening now.

Mr. **McFarland.** I think a number of your questions were probably directed more to the appropriations process than the authorization. Several things would be most helpful in alleviating the problems that you mentioned.

Let me give you several examples. At the present time in this year impacted aid is funded at $467 million, the authorization for that program is probably somewhere in the neighborhood of $7 billion.

ESEA is being funded at $1.55 billion and the authorization is over $6 billion. Each year we always face the problem of the appropriations bills coming late. This year, for example, the Appropriations Committee will be considering, within the next several weeks, the fiscal year 1973 appropriations bill. I am quite sure that people in local school districts are climbing the wall, wondering what will be forthcoming.

One answer could be forward funding which is really on the books and has never been applied.

The question of longer authorization is a part of it, and I think that we are down to really the level of funding again. I have heard it said that fewer children are being served proportionately today in the ESEA title I than were being served in the first 2 years of the program.

You mentioned that the percentage requirement for participation by schools, individual schools, for title I has steadily climbed because of the inadequacy of the funding.

Mr. **Lehman.** It really hurts many children who badly need this kind of extra help to meet the requirement of—you would call it equal opportunity.

Mrs. **Barrett.** I had a call from a gentleman from the State of Minnesota the other day. He, of course, is expressing tremendous concern about what is being proposed legislatively here and what it means in terms of programs that are going to have to be cut out of the Minnesota schools. I think he is going to be down here in a few days and perhaps he will come in and brief you firsthand on it. May Mrs. Flanigan make a comment on some of your questions at this time?

Mr. **Lehman.** Yes.

Mrs. **Flanigan.** I think some of your questions indicated a sort of Hobson's choice between A and B. It is a little more extensive than that because the choice that will be made locally in lieu of State funding is that the local property taxes will be raised or the general program will be cut. So I think an administration which has also spoken out against local property taxes or a need for relief of local property taxes should look at the impact area aid as an offset to local property tax increases.

Now, it is not going to occur on a need basis because this program is too large, but nevertheless there are millages already advertised if they lose the B children.

Mr. **Lehman.** May I ask one more question, and then I will be through? To me the impacted area needs are not as great as the needs for additional funds to compensate for those children who come from homes on public housing which have been removed from the tax rolls. I think that that is where I would like to see the criteria used more than I would as a direct impact to aid because I think that is also an impact and a hard impact for a school system to accommodate.

Mrs. **Flanigan**. That has problems in measurement, too, because some States and some communities have never gone into public housing.

Mr. **Lehman**. Well, that is their problem. I was not trying to be facetious.

Mr. **Towell**. I would like to address a question.

Mr. **Lehman**. Yes.

Mr. **Towell**. Thank you, Mr. Chairman. Of course, being a freshman here, I have been learning quite a bit this morning. I would tell you my wife, until we moved to Washington, was a member of NEA, and my basic concern—and I would hope, I would assume this is NEA's and your concern—winds up being in the classroom.

Now, we have talked about a lot of different programs this morning and funding and redtape. That is my concern. I question your hesitation about revenue sharing. Shall I put it that way?

As I have studied government, we have had mounds and mounds of redtape, and I would concur with the gentleman, Mr. Bell, who had mentioned earlier that let us not knock revenue sharing too hard until we study it and let it have a chance to work. That is my concern, that perhaps it will actually cut out some of the redtape and more funds, percentagewise, will wind up in the classroom with children whether they be disadvantaged or so-called advantaged or whatever.

So my question or my comment this morning to you would be to hope that you will study revenue sharing a little more and give it a chance because, let's face it, what we have had has not totally worked, and I think we should try to move ahead with a program with some new ideas in education and in other facets of government.

Mrs. **Barrett**. I perhaps should not comment so specifically on this at the moment, but it is rather interesting to me as I read the accounts of what has happened in some of the States. What has happened with the revenue sharing that recently went in, States have decided to give a part of that revenue to education, none of the others are on record yet that I am aware of.

One city in which schools badly need help and need it badly, is going to use a large part of that money for replanting trees and this type of program.

Mr. **Towell**. Well, what you are saying then is that at the State level we seem to have a jam problem.

Mrs. **Barrett**. Apparently the various States are making various decisions, and I have some concern that to date only three States have indicated that they will share some of the revenue money in the area of schools.

Mr. **Towell**. I see Education Daily here that has 12 Governors seeking revenue for the school on revenue sharing.

Mrs. **Barrett**. Maybe you have a later piece of information than I have.

Mr. **Quie**. Five of them giving the full amount of the State allocation.

Mrs. **Barrett**. I am sorry I can't quote the article from which I was reading, but without a doubt you have later information than I have on it.

Certainly the impact of any money that is spent for education should be felt in the classroom before it is felt any place else. It has been our position, and it remains our position that we have to have a stable financial floor under education so that we can mount a stable program of education, and this has to come from general support, general fund support of education.

Mr. TOWELL. Well, I am sure that in the weeks and months ahead I will learn quite a bit more and hopefully have a positive input to this committee.

Once again, I would hope that you all will keep your ideas open to revenue sharing. It is obviously a new program. Any new program takes a period of adjustment, and I realize there is a crunch in that time period. If we could learn how to avoid that, maybe we would all be better off.

Mrs. BARRETT. We certainly will. We certainly will keep open and will study the Federal situation constantly. As we do, we will be happy to make available to the members of this committee any information we have if they would like it.

May I urge your wife to remain a member of the NEA even though she has moved to Washington, and visit us at NEA headquarters?

Mr. TOWELL. I will mention it to her.

Chairman PERKINS. Our next witnesses are Mr. Leonard J. DeLayo, president and superintendent of Public Instruction, New Mexico; accompanied by Dr. Byron W. Hansford, executive secretary, Council of Chief State School Officers; Dr. Ray Peterson, director, Federal liaison, Council of Chief State School Officers; and Alistair MacKinnon, assistant to Commissioner of Education, New York State Education Department.

Let me first welcome you here. You have a mighty good school system, and we are interested in your viewpoint.

STATEMENT OF LEONARD J. DeLAYO, PRESIDENT AND SUPERINTENDENT OF PUBLIC INSTRUCTION, NEW MEXICO, ACCOMPANIED BY DR. BYRON W. HANSFORD, EXECUTIVE SECRETARY, COUNCIL OF CHIEF STATE SCHOOL OFFICERS; DR. RAY PETERSON, DIRECTOR, FEDERAL LIAISON, COUNCIL OF CHIEF STATE SCHOOL OFFICERS; AND ALISTAIR MacKINNON, ASSISTANT TO COMMISSIONER OF EDUCATION, NEW YORK STATE EDUCATION DEPARTMENT

Mr. DELAYO. Thank you, Mr. Chairman. This is not the first time I have appeared before your committee.

Mr. Chairman, members of the committee, I am Leonard J. DeLayo, superintendent of Public Instruction, New Mexico and president of the Council of Chief State School Officers, representing all State superintendents and commissioners of education. It is a privilege to appear before you this morning in the first meeting of this committee devoted to education in the 93d Congress, to discuss proposals for Federal assistance to elementary and secondary education.

I am mindful of the legislative record of this committee under your leadership, Mr. Chairman, as you have attempted to place a higher Federal priority on the support of the public schools. Though much remains to be done, during the past 8 years, your assistance for the children of poverty, non-English-speaking students, Indian and migrant children, and handicapped students has been remarkable in the history of government. You have provided essential support for innovative education programs, for the administration of education at the State level and for vocational education. The record of your efforts is magnificent, Mr. Perkins.

The deliberations you begin today on the renewal of the Elementary and Secondary Education Act need to be a searching examination of the Federal partnership in public schooling. You begin this task in a time of uncertainty in Washington and in the country as to the proper role of government, and in a time of apparent austerity for social programs in the Federal Government. The administration is asking whether it is appropriate for the Federal Government to stimulate activity in education.

Mr. Chairman, we salute you for your attempt to get the Congress off the mark quickly in making a positive response. Your new legislative proposals and these hearings are an affirmation that the Federal Government, indeed, should support quality education.

Recently the President said that our expectations of the Federal Government ought to diminish, that we ought to ask the individual to do more for himself, and ask less of government.

With regard to education, the President has been taking consistent advice. The President's Commission on School Finance, as well as the Advisory Commission on Intergovernmental Relations have said that the States and localities must contend with the problems of education essentially on their own, without an increase in Federal intervention.

Other advisers refer to the Federal deficit and claim that Federal spending for education is inflationary, and not in the public economic interest.

Still others advise that the Federal bureaucracy has become so unwieldy as to prevent meaningful assistance to schools.

More difficult, Mr. Chairman, others close to the education community claim that evaluation shows that Federal education programs are failing.

The recent death of President Johnson helps place the matter in historic perspective.

When Mr. Johnson signed the Elementary and Secondary Education Act into law in April 1965, in a former one-room schoolhouse in Stonewall, Tex., he indicated the priority which he assigned to the Federal role in education, saying that no measure he would ever sign meant more to the future of America. The intervening 8 years have allowed us only the first steps toward that promise.

The renewal of this legislation is made even more significant by the U.S. Supreme Court's current deliberations in the *Rodriquez* case. The Court will, for he first time, assess the constitutionality of the existing State and local structures for financing public elementary and secondary education, to determine whether these systems provide equal protection of law to all children. This decision will have enormous effects on the financial condition of the States.

In this historic context, Mr. Chairman, I feel that the education community must engage in careful dialog with your committee. This decision will have enormous effects on the States, as I have already mentioned.

On the 8th of January, and I think this information is rather significant, a nationwide Harris poll indicated that 66 percent of the general public supported increased Federal aid to education, with only 27 percent opposed.

The poll showed that the percentage of Americans who favor Federal aid to education was approximately double the percentage of those citizens who favored additional Federal aid for highways, or defense, which increases, I might add, were opposed by a majority. Only the prevention of air and water pollution received equal support among Federal priorities.

The public knows that a democratic national government must do more than serve technology, defend nationalism, and keep order.

Since 1965 ESEA and related legislation has reaffirmed national ideals about learning and opportunity. While raising the national consciousness of public schooling, ESEA also spotlighted vital categories for educational reform which are also historic values of this young country—assist the poor, build libraries, innovate, do research, support State government, aid the handicapped, recognize ethnicity. ESEA embodies enlightened Government effort to encourage the individual to help himself.

Beyond the fact that the public will support increased Federal assistance lies the reality that such increased assistance is essential. For school year 1972–73, the Federal share of school revenue dropped from 8 percent to 7.8 percent. This occurred despite the fact that the Federal income tax, which collects 64 percent of all U.S. tax revenue, is the Nation's most rapidly growing source of revenue.

The most recent available data shows that the United States now ranks behind both the Soviet Union and Canada in education expenditures as a percentage of gross national product. During the last decade, U.S. school costs rose an average of 9.7 percent a year.

While the growth rate in public elementary and secondary school attendance has begun to level off, the public has demanded expanded services from the educational system and a higher level of quality in those services. From 1960 to 1970, local tax support for education increased by $12 billion. State aid increased by $10 billion but the Federal share increased by only $1.8 billion.

The recommendations that States and localities should continue to bear a major burden for education finance seems to run counter to the facts regarding State and local ability to raise additional revenue. Between 1952 and 1968 State and local revenues increased 167 percent; at the same time the portion of those revenues devoted to public education increased by 265 percent.

Taxpayers have resisted increased State and local tax burden for schools: only 48 percent of bond elections for schools were approved in 1970 compared to 77 percent approved in 1965. Data on the absolute ability of the States to raise additional tax revenue are inconclusive: there may be a residual capability. But political difficulties for the States are large, including competiting demands for higher education, health, and welfare services. To accomplish the equalization suggested by the *Serrano* and *Rodriguez* cases will cost States approximately $8 billion additional by conservative estimates.

The Administration's budget and legislative programs are not responsive to this need. The 1947 administration budget for elementary and secondary education is $140 million less than that budget for 1972.

Twice the Administration has vetoed the fiscal year 1973 education appropriations in which Congress proposed modest increases amounting to only 3 percent more for elementary and secondary education.

The Administration's major substantive proposals for education have also not been intended to raise the status of education. While Congress has been proposing imaginative new programs such as early childhood education, Indian education, environmental education, the Executive Branch has proposed only that existing programs be further researched, reorganized, and essentially reduced in scope. In a time when America needs new knowledge, new opportunity, and renewed ideals, it is Congress which has attempted to move the country ahead through education.

The theory that increased Federal support for education is inflationary could not be more wrong.

A recent landmark study by Dr. Henry Levin of Stanford University, now reproduced in a major congressional report, shows that every $4 invested to provide high school completion will generate $7 in additional tax revenues to Federal, State, and local governments. The costs of inadequate education are severe; those welfare costs due to inadequate education are about $3 billion annually. Crime related to inadequate education costs another $3 billion annually. Education makes it possible for a citizen to help himself; poor education creates dependent citizens whose dependency contributes to inflation.

The argument that inefficiency in the Federal education bureaucracy is cause for a reduced Federal initiative in education is specious. The elementary and secondary bureaus and offices are only 8 years old. The legislation has undergone significant amendments twice since 1965. The leadership of USOE, the Office of Commissioner has suffered from unusual instability—an average tenure of only 14 months.

For 4 of the 8 years of ESEA, the President's program has not given high priority to education, and since 1965 the war expenditures have been a deterrent to normal program development. These 8 years have required an evolution of the working relationships between Federal, State, and local officials, producing some strains and false starts. Unprecedented social changes during the sixties displaced traditional relationships of students, teachers, officials, parents, and communities, requiring additional accommodation.

All of us want an effective national system of support and participation in education. It is clear, however, that in a time of technological revolution and rapid social, political, and economic change, a mobile, multiethnic society of 200 million persons seeking equality of opportunity must realistically allow more than 8 years, Mr. Chairman, for that development.

Has evaluation shown Federal programs to be failing? We have begun preparations, Mr. Chairman, to bring to the committee current data on program effectiveness, and projections for State participation in the formulas introduced in H.R. 69 and H.R. 16.

I am convinced, as the representative of the State commissioners and superintendents, that ESEA programs can be effective. HEW Secretary Richardson's study of federally assisted compensatory programs shows that effectively managed efforts are successful.

We need to keep in mind that there has not been adequate funding of title I ESEA to achieve what many describe as a "critical mass" of funds to allocate to individual children. In assistance for strengthening State education agencies, under ESEA title V, it is clear that a high cost-effectiveness is possible in the many instances where Federal dollars have been used to develop planning and evaluation capability, improved management systems, and more effective State technical assistance.

It is clear, Mr. Chairman, that the administrative process of delivery of Federal programs needs extensive revision, including consolidated application and reporting, advance funding, and increased allocation for State administrative costs. It is also apparent that many State education agencies have developed the capability to enhance Federal assistance to local districts by providing statewide planning and dissemination of exemplary programs and administrative techniques. We would like to confer with the committee at a later date on this potential.

Chairman PERKINS. You will have that opportunity.

Mr. DELAYO. Thank you, Mr. Chairman.

It is clear, also, Mr. Chairman, that general Federal assistance to the States for education is needed now. Again, we applaud your initiative. H.R. 16 addresses the major national priorities; (1) adequate Federal support for disadvantaged children through full funding of title I ESEA, and (2) Federal assistance to encourage and assist States to equalize educational expenditures among local districts. We will support your initiatives, and look forward to further dialog with the committee, at which time we will offer more detailed suggestions.

For the information of the committee, I append to my statement the most recent statement of the legislative priorities of the Council of Chief State School Officers, and also the January 1973 report of the Legislative Conference of Education Associations, normally known as the Big Six, which includes Council of Chief State School Officers, National School Boards Association, National Education Association, National Association of State Boards of Education, American Association of School Administrators, and National Congress of Parents and Teachers.

I would like to point out in those statements our references to advance funding of education programs, and our objections to the impoundment of education appropriations. We will cooperate further with this committee and with the Appropriations Committee on these matters.

Mr. Chairman, if our country is to be brought together again after the divisiveness of the past decade, if we are to regain our sense of idealism and pride in our institutions, now is the time to restate the high national priority we place on the development of human resources through education.

The ultimate contribution of the United States to a free and healthy earth community cannot be made through strength of arms or technology, but must be made through the development of free and healthy minds. This we can accomplish through quality education for all children. You have begun that renewed effort here today, Mr. Chairman, and we stand ready to assist you. Thank you.

[The statements follow:]

PROPOSALS ON EDUCATION LEGISLATION BY LEGISLATIVE CONFERENCE OF NATIONAL ORGANIZATIONS (BIG SIX)—JANUARY 9, 1973

By way of explanation, the Legislative Conference of National Organizations, representing the following groups: American Association of School Administrators, Council of Chief State School Officers, National Association of State Boards of Education, National Congress of Parents and Teachers, National Education Association, and National School Boards Association, is a natural outgrowth of the Workshop of Educational Organizations, a demonstration of the possibilities of cooperative effort in the field of public education by major national organizations primarily interested in the public schools.

The federal government is part of the problem for state and local governments seeking solutions to critical issues in school finance. Federal appropriations for education for 1972–73 have not yet been made—and the school year is half over. The federally aided programs are operating under a "continuing resolution" of the Congress. The level of funding for the total school year is uncertain, and the orderly delivery of educational services is greatly impaired.

State and local educational agencies which are responsible for administering federal programs, such as ESEA, do not yet know how much money they will have to operate with this year. Should they miscalculate and overspend, the programs would have to be terminated early or the deficit be made up from scarce state and local education funds.

Moreover, the Administration's threat of impoundment of appropriated funds has delayed the distribution of Federal funds. The unpredictable flow of funds mocks accountability. Lost lead time for planning, staffing, and operation of the programs is an obstacle to productivity and, more important, deprives students of the essential educational services.

The education outlook for the 1973–74 school year for students is indeed bleak. The Administration's comments on the next fiscal year indicate substantial cuts in requested appropriations for disadvantaged children, for vocational programs, for assistance to impacted areas, for innovative programs, for improvement of state administration of programs, and other vital areas. Yet it is noted that recent Harris and Gallop surveys disclosed that a majority of the public is in favor of increased federal aid to education.

The Administration espouses state and local control of education while increasing guidelines and regulations for Federal programs. The attention of Congress and the Administration is directed to the proliferation of state and local advisory committees and administrative groups mandated by legislation authorizing federal programs. Such legislation establishes machinery which duplicates constitutional and statutory educational agencies already existing at state and local levels. This kind of interference with the state's internal management of educational affairs is a dangerous trend. We oppose any program which diverts funds from public to nonpublic schools.

In sum, the Federal government's current attitude toward public education is, at the least, not conducive to adequate funding for education or to efficient expenditure of those monies which the Federal government does provide. More important, it is a barrier to the orderly delivery of educational services, and short-changes the schoolchildren and the taxpayers.

We commend the Congress for twice passing the 1972–73 appropriations bill which was twice vetoed. In order to make Federal aid more effective, however, the Legislative Conference of National Organizations (Big Six) urges the Administration to support and the Congress to enact:

The 1972–73 education appropriation immediately at levels which will adequately fund existing programs;

Before July 1973, an adequate education appropriation for 1973–74 separate from the total Labor-HEW budget;

Legislation extending current major Federal education programs so that funding for 1974–75 can be enacted prior to July 1974; and

Legislation to enable State and local educational agencies to develop procedures to improve education for all children without being stifled by excessive Federal regulations.

For the long range Federal role in financing education we urge the Administration and Congress to develop:

Programs to increase the Federal share for elementary and secondary education to at least one-third of total educational costs of reordering national priorities and tapping new sources of revenue; and

A mechanism for funding education programs on a multi-year basis through advance funding to assure accountability and effective use of Federal monies.

Although some special educational aid programs may always be needed to further the national interest in education, we urge that the Administration and Congress explore alternatives, including general support and grant consolidation, to the present multiplicity of categorical programs.

PRIMARY CCSSO LEGISLATIVE OBJECTIVES 1973

GENERAL FEDERAL AID TO EDUCATION

The Council of Chief State School Officers places first priority in its 1973 legislative program on passage of legislation to provide general financial assistance to states for education.

The federal government should provide leadership by establishing a higher national budget priority for education, in fulfilling its commitment to assist states to provide public education. The federal government should assume one-third of the total national cost of elementary and secondary education.

FISCAL YEARS 1973 AND 1974 APPROPRIATIONS

The Council is dissatisfied with the relative priority established in the federal budget estimates for the 1973 HEW budget and the budget estimates submitted for implementation for the programs authorized by the Education Amendments of 1972. The Council urges that the fiscal year 1974 budget estimates now in process reflect a higher level of priority commitment to education programs through significant increases in funding levels.

The Council commends the Senate HEW Appropriations Subcommittee and those Senators and Congressmen who have supported more adequate federal funding levels for education.

The Council urges the 93rd Congress to pass, as a first order of business, a fiscal year 1973 HEW/Labor Appropriations Bill at a funding level equal to or above the level of the second such bill vetoed during the 92nd Congress. We further urge that such bill include legislative language preventing impoundment of appropriated education funds.

The FY 1974 appropriation for the U.S. Office of Education and the National Institute of Education should be a bill separate from the Labor/HEW appropriation, in order that it may be enacted prior to July 1, 1973, to allow reasonable state and local fiscal planning for the academic year beginning September 1973.

IMPOUNDMENT OF APPROPRIATED FUNDS

The Council of Chief State School Officers in unequivocally opposed to any administrative action by federal agencies which has the effect of impounding or not expending funds appropriated for education by the Congress, including appropriations by continuing resolutions.

Such action deprives state and local education agencies of badly needed resources and opportunities for realistic planning. We further view this practice as an unconstitutional encroachment of congressional authority. The Executive Secretary is authorized to join other major education associations in contracting for legal assistance in appropriate court action to test the constitutionality of impoundment.

ADVANCE FEDERAL FUNDING

The Council of Chief State School Officers supports as a priority item in the renewal of the Elementary and Secondary Education Act, a program for at least one year advance appropriations for federal education programs, and renewal of the Tydings Amendment, Section 405(b) of the General Education Provisions Act, allowing carryover of funds through the academic year following the end of the previous fiscal year.

FEDERAL/STATE RELATIONSHIPS

(*a*) Chief State School Officers view their relationship with the federal government as more than periodic, routine mutual endorsements in principle. It is imperative that there be prior formal consultations by USOE with groups of Chief State School Officers before legislative, regulatory guidelines of budgetary initiatives are taken by USOE which will significantly affect state education interests.

CCSSO acknowledges the concerns of the Congress over Office of Education/National Institute of Education-State relations in education, and pledges that the Congress will be kept fully informed by the Council on the status of these relationships.

(*b*) The Council has been encouraged by recent Administration and Congressional legislative proposals through which the federal government would give general assistance to the states for support of schools. The previous proliferation of categorical grants has seriously limited the state educational agency's capacity for educational planning. It has become increasingly difficult to concentrate state and federal resources according to systematically formulated plans. This planning is further complicated by federally legislated boards and commissions at all three levels of government, and by the administrative addition of federal regional offices. At the same time, local educational authorities confront the precipitous decline in the capacity of the property tax to finance their educational systems. A shortage of funds and a concomitant increase in administrative problems at the local level expand the burden on state agencies at the very moment in time when they are expected to rise to new responsibilities placed on them by the courts and in the evolving new relationships with the federal government. Additional federal assistance, both technical and financial, is urgently required. It would be tragic irony if the attempt by the states to rejuvenate public education were to fail for the lack of appreciation of the key role of state agencies, or for lack of adequate federal financial assistance.

(*c*) The NIE organization and budget must also reflect a major commitment to direct cooperation with the states for the purpose of rapidly disseminating improved learning environments in schools as a result of NIE research and development.

EDUCATION REVENUE SHARING

The Council supports the stated aims of Education Revenue Sharing, to restore program decisionmaking power to states and localities, to simplify program administration, and to share the cost of public education.

The primary need of the nation's schools presently is additional financial support from sources other than local property tax, and at a higher level than currently provided from all sources. The Council cannot support Education Revenue Sharing proposals which do not provide for an increased federal share of the total costs of education in all states, a share significantly above the current 7–8% provided as a national average.

The Council actively seeks changes in legislation and rules and regulations which would provide increased flexibility, program consolidation, and single application for categorical programs.

The Council also seeks increased federal funds for administration of federal programs that will be sufficient to permit state education agencies to more adequately supervise and evaluate results of those programs.

Education Revenue Sharing legislation should name chief state school officers as the administering officers for the states Education Revenue Sharing funds.

We support provisions to prohibit any discretionary transfer of funds from the allocation for disadvantaged students to any other category, and simplified provisions to insure comparability.

Education Revenue Sharing should include provision for submission and evaluation of state plans, including requirements that states makes a reasonable financial commitment to support innovative programs; and also to bilingual/bicultural programs in proportion to percentages of non-English speaking children.

Chairman PERKINS. Let me compliment you on such an outstanding statement.

At this time I will recess the committee for approximately 20 minutes to give us time to answer the quorum call. We certainly have questions to propound.

All the other witnesses can go and get some lunch, and we will reconvene 20 minutes from now.

Thank you.

[Whereupon, at 12:33 p.m., the subcommittee recessed, to reconvene at 1 p.m.]

AFTERNOON SESSION

(The subcommittee reconvened at 1 p.m., Hon. Carl D. Perkins, the Chairman, presiding.)

Chairman **PERKINS**. Let us come to order.

STATEMENT OF LEONARD J. DeLAYO, PRESIDENT AND SUPERINTENDENT OF PUBLIC INSTRUCTION, NEW MEXICO, ACCOMPANIED BY DR. BYRON W. HANSFORD, EXECUTIVE SECRETARY, COUNCIL OF CHIEF STATE SCHOOL OFFICERS; DR. RAY PETERSON, DIRECTOR, FEDERAL LIAISON, COUNCIL OF CHIEF STATE SCHOOL OFFICERS; AND ALISTAIR MacKINNON, ASSISTANT TO COMMISSIONER OF EDUCATION, NEW YORK STATE EDUCATION DEPARTMENT—Resumed

Mr. **DELAYO**. Mr. Chairman, I wish Mr. Quie were here because the organization I represent has embraced the general concept of revenue sharing, and we support it. We have to oppose it as it is now shown because we see very few details in the budget.

We see inadequate funding levels for title I and title III, for impact aid and handicapped and vocational education. So, on this basis Mr. Chairman, we would have to oppose education special revenue sharing, although in concept we embrace the idea, with the proper level of funding and with a clear picture as to what it is we are buying, so to speak.

Chairman **PERKINS**. From your viewpoint then, as special revenue-sharing presently stands, there is no insight as to how much damage could be done to the educational programs with which you are familiar. Am I correct in that statement?

Mr. **DELAYO**. Yes, sir, you are correct. For example, the States are not going to receive under this package, if I read it correctly, the essential title V support that we have received since the inception of ESEA; so in this respect we could not support——

Chairman **PERKINS**. There is no money in the budget at all?

Mr. **DELAYO**. That is correct. There is no budget at all for title V.

Chairman **PERKINS**. To what extent are you dependent on title V funds for an effective ESEA?

Mr. **DELAYO**. The State of New Mexico Department of Education staff is supported at the level of 50 percent by title V ESEA, and I would say this percentage is generally 40 to 50 percent across the United States.

May I call on Dr. Hansford?

Chairman **PERKINS**. Yes. Go ahead, Doctor.

Dr. **HANSFORD**. Specifically the relationship between the title V and the administration of title I: I think you will find very little relationship, but I think the important aspect of title V is that it has allowed the States to enhance their capacity in the planning area, the evaluation area, the general conduct of the improvement of education.

Now, as they improve education generally, then they obviously are going to improve title I also, but in the past we have had, as you know, administrative funds for title I specifically. Now, we are not sure about the budget, but we understand that the $12 million proposed cut may apply to the administrative funds for title I also.

Chairman **Perkins**. Do you have any further comments?

Mr. **Peterson**. No.

Chairman **Perkins**. Is the concept of returning responsibility and resources to the States and localities being carried out in the budget as you see it?

Mr. **DeLayo**. I would say not in my judgment, Mr. Chairman. The ESEA proposal for 1974 is $140 million less than in 1972. We note that USOE salaries and expenses are up 10 percent. We note that USOE NIE personnel are up 7 percent, and we wonder and question why the aid that the States have received to carry out their responsibilities has not been what it has been in prior years.

Would you like to add to that, Dr. Hansford?

Dr. **Hansford**. I think that covers it pretty well.

Chairman **Perkins**. Do you have any definite information as to the amount of funding you will receive for any of these programs through next June 30, 1973?

Mr. **DeLayo**. Mr. Chairman, I think with respect to the third-quarter we do, indeed, have definite information. With respect to the fourth-quarter of fiscal year 1973, at the moment we are in doubt. We don't know, sir.

Chairman **Perkins**. In other words, we are operating under a continuing resolution, and it will depend upon the attitude of what the Congress does here. Am I correct?

Mr. **DeLayo**. Yes, sir. I think Dr. Peterson would like to respond to that as well.

Chairman **Perkins**. Go ahead.

Mr. **Peterson**. Mr. Chairman, there have been difficulties for the rest of fiscal 1973 in other areas. In NDEA title III, for example, we believe that monies have been impounded under the continuing resolution.

The Emergency School Assistance money could also be considered to at least have been delayed, if not impounded, being carried over into fiscal 1974. There has been great uncertainty with regard to that program because, as you know, there are staffs and programs in place. Educators assumed that since the supplemental bill carried the appropriation there would be continuance through the latter half of fiscal 1973. That was congressional intent. That assurance has been taken away now with the reduction of the fiscal year 1973 program and the carryover into 1974. Some impact aid funds have also been withheld.

As Dr. DeLayo pointed out, the States' title V payments are also uncertain.

Chairman **Perkins**. In New Mexico, have you been able to truly evaluate the results of title I as to where the results are favorable or achievements have been good?

Mr. **DeLayo**. Yes, sir; our State has done so, and we shall be pleased to provide the committee with specifics in this respect. I was here when the ESEA was conceived and I was part of the implementation process. I have been inspired by the results and will be happy to provide this committee with specifics from New Mexico.

[The information referred to follows:]

TITLE I STANDARD ACHIEVEMENT GAINS FOR PROGRAM YEAR 1971–72. (SAMPLE REPORTING FROM 9 SCHOOL DISTRICTS)

School district and title I program	Grade level	Gain in months
Bernalillo:		
Reading	3	1.6
	4	1.6
	5	.7
	6	.5
TESOL	7	.6
	9	1.9
Carlsbad: Reading	1	.5
	2	.9
	3	1.2
	4	.9
	5	.9
	6	.9
Pojoaque: Reading	1	1.4
Bloomfield: Reading	2	.7
	3	.3
	4	.4
	5	.7
	7	.5
	8	.6
	9	.9
Estancia: Reading	2	0.7
Farmington: Reading	1	.4
	2	.7
	2	.5
	4	.6
	5	.9
	6	.8
Cobre:		
ESL	2	.5
	3	.2
Reading	2–4	.5
Aztec: Reading	3	2.3
	4	2.4
	5	.9
	6	1.5
	7	.9
	8	.9
	9	1.6
Artesia: Reading	3	.6
	5	.3

Chairman **Perkins**. Assuming that we follow the President's recommendations and the Congress goes along with this so-called special revenue package, what pitfalls can you see ahead from the standpoint of the effective operation of title I as it is presently operating in your State? Try to answer that question for me.

Mr. **DeLayo**. I would wonder whether or not title I would be recognized as such, whether those children who are educationally disadvantaged would actually receive the kind of direct aid and programs that we are now providing for them.

Would you care to add to that, Byron?

Dr. **Hansford**. No.

Chairman **Perkins**. You would wonder, too, about the extent of the funding, would you not?

Mr. **DeLayo**. Yes, sir. This is a concern of mine, and it would seem to me that in this Nation, Mr. Chairman, we need to be reordering some of our priorities.

Dr. **Hansford**. I would just like to add, Mr. Chairman, that I think that, as we go to something like special revenue sharing, we are expected to be able to do all of the things which we have previously done under the categorical programs, but with materially less money at the State level.

Chairman **Perkins**. I think you make a very good point. I would like to ask the superintendent one more question.

Do you believe that there is excessive paperwork, as is the complaint involved in the present programs? If so, how would you suggest we simplify it?

Mr. **DeLayo**. I do believe there is excessive paperwork at the Federal level, and I have felt this way for the 10 years that I have served in this capacity, Mr. Chairman.

I am advised by staff that there is authorization for a consolidation. Is this correct, Mr. Peterson, or was it Mr. MacKinnon?

Chairman **Perkins**. Go ahead.

Mr. **MacKinnon**. There is a provision in the General Provisions Act, part C, which allows the commissioner to contract with States if he wishes for the operation of programs. The Cranston amendment notwithstanding this does not contradict the categorical nature programs; we will merely administer closer to the clients. The commissioner does have that authority to move its administration to the State level on a contractual basis.

Chairman PERKINS. There is no assurance that the paperwork would not become greater under the special revenue sharing program than it is at the present time if the department had the authority to go forth with all the regulations they want. Am I correct?

Mr. DELAYO. We share your concern in this regard, Mr. Chairman. There is no such assurance.

Chairman PERKINS. Mr. Cross, do you want to ask any questions?

Mr. CROSS. Just a couple of quick questions. Reference was made earlier to the use of general revenue sharing funds by the Governors. What has been the information you have compiled on how that money has been used and what amounts of money are going to reach schools through general revenue sharing and how much of this helps us?

Mr. DELAYO. Mr. Cross, we are at the moment gathering such data and will be happy to share it with you. I do not have the answer to your question, but I know that our Washington staff at the moment is engaged in researching that very question, sir.

Mr. CROSS. We would like to have that.

Mr. DELAYO. Very well.

Mr. MACKINNON. Of course, you are aware that all money that goes to the local government units may not be used for education. It is only the certain portion that would be left at the State level.

Mr. CROSS. I am aware of that, but one-third goes to the States.

Mr. MACKINNON. So that two-thirds goes to the local level with no use to education.

Mr. CROSS. Second, Mr. Quie asked the question earlier of the NEA witness, and I would like to ask it here: Do you believe there are any programs that could be either eliminated or consolidated?

Mr. DELAYO. Yes, I do.

Mr. CROSS. Which ones?

Mr. DELAYO. I am not prepared at the moment to offer some suggestion in this respect, but I think we have a responsibility to sit with this committee and to determine an order of priority and possibly make some suggestions on Federal programs that are not necessarily under the purview of this committee as well, if the Chair is so disposed.

Mr. CROSS. Thank you.

Chairman PERKINS. Mr. Mazzoli.

Mr. MAZZOLI. Thank you, Mr. Chairman.

Thank you, gentlemen, for helping us today. I guess we will be visiting with one another in the days to come in an effort to work out our mutual problems here.

I would only reiterate the request of all the committee members, and that is to hear from you about your recommendations as to what changes could be made, because I rather think it is pretty much self-evident that some changes will have to be made somewhere.

I think that each of us has an advocacy, and each of us has a constituency, and we pursue that to the extent we can. Realistically there will be changes, and to the extent that these changes can be acceptable in a large part to all sectors of the educational community, they should be the product of a sort of mutual contact.

I would like to ask you, too, about the impact aid program. The gentleman to your right mentioned a moment ago about the nonmilitary B part of impact aid. What is the situation? Have you done any studies on that as to whether or not this is something that is absolutely essential, or whether this would be changed?

Mr. PETERSON. The situation to which I referred was the lack of payments in fiscal 1973 for some nonmilitary B category type students. It has been brought to our attention, for example, that in the State of Washington, the Atomic Energy Commission has an extensive facility. The school district there previously depended to a large extent on impact aid B payments and is not receiving them this year.

Mr. Mazzoli, we are under a bit of a difficulty. We have a mandate from our members to litigate on impoundment; however, as you know, the continuing resolution does not refer to impact aid specifically, as it does refer to NDEA III and emergency school assistance.

We would hope that the Appropriations Committee and the House would make the first order of business a fiscal 1973 HEW appropriations bill at an early date, and we have expressed this; at a minimum we need clarifying language in the continuing resolution which might refer to such problems as we have presently with impact aid.

Mr. MAZZOLI. You mentioned earlier your accepting—in fact, even embracing—the concept of revenue sharing for education, but you are not quite sure that this is the time and the place and the vehicle for it. Could you give me some idea of what you consider to be the time and place for this?

Mr. DELAYO. Of course we have not seen it, Mr. Mazzoli. The funding level would be a key to whether or not we could accept a proposal that is being directed at us.

Additionally, we would have to analyze the structure and determine whether or not the proposal would, indeed, provide greater latitude for the respective States than the latitude we now have, and I cannot answer that question intelligently.

We have had some general dialogue with Assistant Secretary Marland in this respect, and we have said, as I have said to you, that if we see the dollar amount and if we see the structure, generally speaking, we are not opposing this concept at the outset. We think it is a progressive movement, and we are not opposed automatically, but we would like to see it.

Mr. MAZZOLI. I commend your initial response, which is not an absolute negative.

Mr. DELAYO. Precisely.

Mr. MAZZOLI. I think it is commendable that at least you have an open mind to the details.

Mr. DELAYO. Indeed, we do, sir.

Mr. MAZZOLI. May I ask you, assuming that the money were in order and assuming that other phases of it, the red tape and what have you, are reasonably in consonance with your viewpoint, would you relish the prerogatives and latitudes that this would bring you or would you feel that that was a burden to you?

Mr. DELAYO. I think I have a responsibility to respond in that I would accept those responsibilities. With regard to relishment, I would have to have some experience at it, but the States are capable of carrying out their responsibilities. I would have to respond, and I do, affirmatively to your question, sir.

Mr. MAZZOLI. Thank you, sir.

Chairman PERKINS. Does that conclude your questioning?

Mr. MAZZOLI. Yes, sir. Thank you.

Chairman PERKINS. Let me ask you another question, Mr. Superintendent. I take it that you place a priority on title I over general Federal aid until we adequately fund title I. Am I correct?

Mr. DELAYO. Yes, sir, you are correct. I favor those programs that will provide to the children of my State that which has not been provided historically, sir.

Chairman PERKINS. Where do you feel we could effectively peg title I from a dollar viewpoint and serve the students of the country? I know this is an ambiguous question.

Mr. DELAYO. Mr. Chairman, I believe Dr. Peterson has analyzed to some extent your proposal in this regard, and I think he would provide a more intelligent response.

Chairman PERKINS. Go ahead.

Mr. PETERSON. We do support the critical mass you name, the figure of $300 per child. The State of California has State regulations which provide a specific amount per child, and a number of other States do also hold to that concept.

We note that in Secretary Richardson's report on compensatory education one of the factors they noted as particularly effective was the critical mass figure. We feel that the $300 might be an adequate amount.

New York State, which Mr. MacKinnon represents, has a figure somewhere between $400 and $450 per child.

Chairman PERKINS. But with the population problems and the census problems that we have, how would you suggest we get at this situation without appropriating a tremendous amount more?

Mr. MACKINNON. Yes, there would have to be a large amount of additional funds, and I think in the title I area before moving to the general aid, it might even be in excess of the $3 billion that you are suggesting in H.R. 16.

There have been some estimates that to do a leveling of expenditures among the States something in excess of $7 billion might be necessary. Maybe that is the figure which really comes very close to the full authorization of title I as it now stands, somewhere around $6 billion.

Probably then you would start having the targeting amounts and the critical masses, and the critical masses will vary by States like in New York State. We feel that $400 or more is necessary for targeting in New York State considering the cost of services, while in other States $300 may be appropriate considering the cost of similar services.

Chairman PERKINS. Any further comments along that line? If not, I want to thank you, Mr. Superintendent. You have a great school system in the State of New Mexico.

I appreciate your coming here and representing your organization. You have been very helpful to the committee.

Mr. Mazzoli.

Mr. MAZZOLI. Mr. Chairman, if it is not an intrusion, I would like to ask a question on what the doctor was just describing here about your critical mass. It is interesting, if I might ask one question.

Assuming that the critical mass is reached, whether it is 7 million or 6 million or 10 million, what have we achieved at that point? What is the measureable advantage of using the critical mass insofar as our children are concerned? What would be the product of the application of the critical mass?

Mr. MACKINNON. One would be reduced class size, for example.

This has been shown. If there is enough reduction of class size to reduce it one or two or three children, that does not seem to have significant impact. But a significant impact in class size does seem to have some effect on the outcome for the children, and that would be one way that you could use the critical mass—just reducing class size.

Mr. MAZZOLI. Then assuming you reduce the class size, to whatever the national figures seem to be the best ratio——

Mr. MACKINNON. Depending upon the child and the circumstances.

Mr. MAZZOLI. Then do we have some way to measure the product of the application of this mass insofar as the child is concerned? Can we say that we will now have a child who reaches SAT scores of thus and so, or something like that? Is there any way that the people can get their teeth into what is the net effect of the critical mass or the compensatory education theory?

Mr. MACKINNON. This will vary by States, depending upon the availability of fairly comprehensive testing programs, so that you can see whether the application of the additional resources on a particular group of children is having the effect that they are progressing as well as other children who are not disadvantaged.

The key part would be the instruments to measure, and this will vary from place to place.

Mr. MAZZOLI. I think that the difficulty for me, and for those of you in the room this morning when Congressman Steiger was asking some questions along this line, is determining if there is some empirical way to show just what improved education does for our children.

I think that is one of the problems. That is more of a political problem, maybe, than an educational problem; but the difficulty that I have found personally, and I am sure other ones have suffered through it, is how you justify to a largely jaundiced, jaded, reluctant public that these programs, this infusion of money, this additional money is, in fact, productive. What does it do?

We really can't answer that very basic question, and that is what I was asking.

Mr. MACKINNON. The fact that more children are staying in school longer must mean that something is being done for them, being able to stay and not dropping out.

Mr. MAZZOLI. Thank you very much.

Mr. DELAYO. Mr. Chairman, thank you for your hospitality. We are available at your call, sir.

Chairman PERKINS. Let me thank you, and especially thank you for missing your plane in order to stay here with us today. We appreciate your efforts. You have been very helpful to the committee and I look forward to seeing you again.

Come around, Mr. Megel and Mr. Humphrey. We are glad to welcome you gentlemen here. You have made many previous appearances and have been very effective. Proceed in any manner you wish.

STATEMENT OF CARL J. MEGEL, DIRECTOR OF LEGISLATION, AMERICAN FEDERATION OF TEACHERS, AFL–CIO, ACCOMPANIED BY GREG HUMPHREY, ASSISTANT DIRECTOR OF LEGISLATION, AFT

Mr. MEGEL. We thank you very kindly, Mr. Chairman.

My name is Carl Megel. I am the legislative director for the American Federation of Teachers. I have with me this morning Mr. Greg Humphrey, assistant legislative director of the AFT.

Because of the importance of the legislation which we are considering, we had asked our national president, David Selden, to make the presentation. Unfortunately, because of rescheduling of this date of testimony, Mr. Selden could not be here.

I am, therefore, privileged to present a statement which he has prepared with assistance from Greg Humphrey for presentation today.

Before I make my presentation, however, Mr. Chairman, I wish to express our sincere and deep appreciation for the leadership which you continue to provide for the education of America's children.

I know that this committee will give the chairman full cooperation because the needs are so great.

There are today more than 8 million economically deprived children in this Nation. The full funding of the authorization which we are considering will provide some assistance, however small, to more than 17 million boys and girls in the schools of our Nation.

Each and every one of these 17 million children, if they could, would personally thank this committee for preparing and sponsoring this legislation.

I spoke about the need as being so great. The teachers in Chicago, even following a 10-day work stoppage, were able to negotiate a contract, and yet yesterday the board of education stated that they must close the schools for 1 month in the fall semester unless additional funds become available. The situation is even more critical in Philadelphia and St. Louis and in the disadvantaged areas of the big cities of our Nation.

Now the American Federation of Teachers, AFL–CIO, welcomes the opportunity to appear before this committee to lend our support to the proposed extension of the Elementary and Secondary Education Act. We are convinced that extension of ESEA along with the proposed amendments in title II of H.R. 69 will best meet the current needs of education.

We have long been supporters of the concept of the Elementary and Secondary Education Act approach to Federal aid. The American Federation of Teachers has felt that the major effort of the Federal Government in education should be directed toward those most in need.

For this reason we can find no acceptable substitute for title I, ESEA. While we also favor general Federal aid to education, we see it as a supplement to the basic categorical programs of the Elementary and Secondary Education Act.

The title I program has been under attack recently. There have been accusations that funds spent under title I have been misused, that funds have been spent for services that are of no benefit to disadvantaged children or for children who are not disadvantaged and not in need.

In some cases the Department of Health, Education, and Welfare has ordered reimbursement of title I funds by school districts in violation of the regulations. These incidents have served to cast a shadow on the title I concept. They have been used by people who have always been opposed to Federal aid for public education as further reason to continue their opposition.

While abuses do exist, and while we know that many title I programs would benefit from a more vigorous review of program goals and achievements, it is our opinion that most of the failures attributed to title I are a consequence of the inadequate and untimely funding of this program. If the school board does not get the money in time, they cannot set up a good enough program, and we need the funds advanced in time.

In fiscal year 1973, the Administration requested approximately $1.5 billion for local educational agencies under title I. This amounts to approximately 35 percent of the authorization for 1973, which was, I believe, a little over $4½ billion, and an expenditure of about $204 per child.

The Administration's own testimony before this committee on another education bill admitted that very little improvement occurs until at least $300 per child is spent for compensatory programs. Using even the cutoff figure of $2,500 in family income to qualify as a disadvantaged child, $2.34 billion in funding for title I would have been required before noticeable improvement could be expected from educationally disadvantaged children.

In regards to the efficiency of title I, there seems to be an inconsistent pattern; the Administration objectively admits $2.34 billion is necessary for title I success, yet requests only 35 percent of that figure and proceeds to veto even the modest increase voted by the Congress in the first Labor-HEW appropriation bill for fiscal year 1973.

This, of course, was an unprecedented fourth veto of education's funds. Having set up the conditions to guarantee failure, we are then told "Social programs that haven't worked will have to be ended." It is not the title I concept which has failed; it is the U.S. Government.

It is our opinion that the Elementary and Secondary Education Act and most especially title I are sound programs with an essentially unrealized potential, a potential to improve education that has been denied by inadequate funding. The educational services funded in title I are after all designed to aid needy children.

Given the fact that last year the Congress passed a bill providing over 5 billion a year, two-thirds of which may be used in any manner whatever except for education by State and local governments, with no control or oversight by the Congress, we question the objectivity of those who are now offering criticism of one of the most rational concepts ever devised by the Congress of the United States.

We feel that title I programs, if given a chance through adequate and timely funding, can prove to be an effective and useful tool toward achieving equality of educational experience for millions of underprivileged American schoolchildren.

Although the subject of school desegregation is not really germane to this bill, and we certainly hope that H.R. 69 does not become embroiled in the school desegregation controversy, it does seem to us that at this time an opportunity has presented itself to members of this body who are opposed to busing for purposes of desegregation. Even they say they want quality education for all children in neighborhood schools.

Therefore, all factions in this educational controversy should unite to provide a meaningful program to improve innercity schools.

This can best be done by renewing the Elementary and Secondary Education Act and properly funding title I before considering other programs which, under present budgetary restrictions, take funds already authorized through established programs and then fraudulently proclaiming such money as something new and innovative.

During last year's deliberations on Federal aid to education, the Congress came very close to doing just that. Members of this committee can enact a meaningful program of educational enrichment by passing this bill and then providing the funds to make it work.

Now, Mr. Chairman, I had planned to summarize the remainder, but because so many questions that were asked this morning are contained in the remaining portions of the statement, I would ask permission to read the remainder of the statement.

We would like to comment on some of the amendments to be found in title II of H.R. 69. The establishment of a $300 concentration for title I children is a very sound approach. As we stated earlier, the administration has admitted that measurable improvement does not occur until at least $300 is concentrated per child.

However, again the question of funding occurs. We can only hope that funds are provided to make this more than a paper commitment. The formula for distributing title I funds after the $300 commitment is met also has merit, although we cannot imagine that we will soon achieve the level of funding that would activate this part of the distribution formula.

We also heartily concur with the language change under "Determination of number of children to be counted": $4,000 is a realistic figure for purposes of determination. The Bureau of Labor Statistics has set a family income of well over $4,000 as the poverty level.

While this will, of course, increase the eligibility factor in the formula, we believe that this fact can no longer be avoided, assuming that this does not result in further dilution of the title I concentration factor. I want to add, however, the increase will not be as large as expected, because of the cost of the increase in the cost of living between 1960 and 1970, so that the $4,000 level will not bring in as many children as you might expect; it cannot be near twice as many.

According to our calculations, this would require a total of $3.6 billion to fund the $300 title I commitment, an increase of approximately $1.262 billion over the cost of continuing the current cutoff figure—an investment which we consider well worth making.

In part B, "State Operated Programs for Handicapped Children," and "Programs for Migratory Children" as well as in the "Bilingual Education Programs," the funds for programs under these titles are vulnerable to Executive impoundment. We would suggest that language be added to protect these desperately needed programs from arbitrary Executive impoundment.

As I am sure the committee knows, State grant programs are currently immune from impoundment. We hope the committee will find a way to protect all education programs.

On the impact aid provision, we are of course in favor of extension of Public Law 874. The impact aid programs have been among the most controversial of all educational aid programs. It is the position of the AFT that without a genuine program of general aid as a supplement for the Elementary and Secondary Education Act, impact aid is an indispensable part of the total program of Federal aid to education.

While the impact program has been opposed by every recent administration of both political parties, there can be no doubt that a large Federal presence in a school district requires direct measures on the part of the Federal Government to ease the burden.

We are, of course, disappointed to see impact aid for pupils in public housing projects transferred out of the Office of Education. Though the Congress has never seen fit to fund this program, it is potentially one of the most useful of the impact categories in terms of putting dollars where the need is greatest.

We also would like to offer our support for title III of H.R. 69. A study of the effects of late funding is certainly in order. It is our opinion that the variables of the appropriation process present an intolerable situation to local school districts. Title I programs need to be continuous to be effective, and we have in the past supported the idea of forward funding to accomplish this purpose.

As I am sure you know, we still do not have an appropriation bill for fiscal year 1973. This fiscal year has only 5 months left, and there is still no indication as to when or if we will get a bill. This is an intolerable situation and makes the job of a school superintendent extremely difficult, especially if then he is asked to account for the funds expended in terms of student progress.

No testimony on this subject would be complete without mention of what exactly is at stake here. Through the efforts of the Chairman of this committee and many of the members sitting here, Federal aid to education became a reality. Thanks to your work and the leadership of the late President Lyndon Johnson we began to dispel the myths that Federal aid meant Federal control. The Elementary and Secondary Education Act proved that these suspicions of Federal takeover were groundless.

We now have new myths that could very well kill this program when previous myths could not. We are speaking about the current rage for noneconomic solutions for the problems of inequality in education services.

The President of the United States and his closest advisers announce that the Government will no longer attempt to solve social problems by "throwing dollars at them." Anyone who has knowledge of the educational structure in other industrialized countries knows very well that the United States has not thrown dollars at its educational problems.

Less than 8 percent of the total costs of education in the United States are borne by the Federal Government. The American Federation of Teachers long advocated a figure of 33 percent. This 8-percent figure rates very close to last among industrialized nations.

Large-scale Federal aid designed to aid those in need has been functioning for only 7 years, hardly enough time to make a judgment under the best of circumstances; but given the history of educational funding, it is a travesty to say this program does not work.

To announce that money will not solve the problem is demagoguery, under the circumstances. We have evidence that adequate funds can begin to solve the problem. When statements are made that money "hasn't worked," I wonder how anyone can reach such a conclusion, because money has never really been tried.

One final observation: It would be a tragedy if the Congress abrogated its responsibility for setting national priorities by substituting the Administration's so-called special educational revenue-sharing proposals for already enacted specific programs designed to meet specific problems. Lumping funds from categorical programs will not educate the children who most need help.

We are opposed to educational revenue sharing, at least as proposed in the last Congress, even though educational revenue sharing as a principle has some merit. Unfortunately, however, the merits of the proposal are far outweighed by the potential damage.

General aid should be enacted only after the education of those most in need is properly funded. The Federal Government has the responsibility to set national policy as to where and how funds raised from all the taxpayers will be spent. It simply will not do to turn money over to the States and allow them to spend it in any manner they choose.

If the people who have been criticizing abuses in title I are serious, they cannot support the Administration's special revenue-sharing proposal. If some funds from title I are used improperly under current regulations, we wonder how we could expect improvement if there are no enforceable regulations on the national level.

The second major problem with special educational revenue sharing is the fact that it takes money from current education programs, consolidates it into one package, and passes it out without real regard for need. In many States, the money would no doubt be well used; in other States, it could become a political volleyball.

Furthermore, there are no real guarantees against supplanting, there is no enforceable civil rights oversight, and there is no guarantee that the consolidated funds would go to school districts who genuinely need them. The basic Federal aid to education program would become merely an executive porkbarrel.

Educational revenue sharing is an extremely simplistic approach to the complex problems facing our educational system. When we examine it carefully, we find that behind all the rhetoric about returning power to the people, the program represents only a retreat on the part of the Federal Government from the promise of a good education for every child in America, regardless of background.

In closing, I would like to thank you for this time and again urge you to extend the Elementary and Secondary Education Act and see that it is adequately funded. Only when adequate funding of the Elementary and Secondary Education Act has been tried can anyone argue its success or failure.

I request that we be permitted to submit supplementary material to this testimony at a later date.

I will be happy to answer any questions the committee might have.

Chairman PERKINS. We will now leave to vote, but we will return in 6 or 7 minutes to conclude. Just keep your seat.

Mr. MEGEL. Yes, sir.

[A brief recess was taken.]

Chairman PERKINS. The committee will resume its sitting. Continue, Mr. Megel.

Mr. MEGEL. Thank you very much, Mr. Chairman. This concludes my formal statement.

We have received many letters from locals throughout the Nation of the American Federation of Teachers, telling us of their great need, and I would like to make these letters and resolutions available to the committee. Because the letters compile two volumes, I would like to just insert in the record a list of these locals of the American Federation of Teachers.

The CHAIRMAN. Without objection, the information shall be included in the record.

[Information referred to follows:]

NEEDS AND RESOLUTIONS SUBMITTED BY LOCALS OF THE AMERICAN FEDERATION OF TEACHERS (AFL-CIO)

NEEDS

Alabama

Jefferson County American Federation of Teachers Local 2143, Birmingham

Arizona

Wilson American Federation of Teachers Local 1979, Phoenix

California

Oakland-Alameda County Federation of Teachers Local 771, Oakland
Pasadena Federation of Teachers Local 1050
Berkeley Federation of Teachers Local 1078
Chino Federation of Teachers Local 2086, Upland
Placer Teachers Union Local 2267, Auburn

Connecticut

Stratford Federation of Teachers Local 1531
Colchester Federation of Teachers Local 1827
Vernon Federation of Teachers Local 1852
East Hartford Federation of Teachers Local 1392

Illinois

Chicago Teachers Union Local 1
District 228 Federation of Teachers Local 2008

Indiana

Lake Ridge Teachers Federation Local 662, Gary
Michigan City Federation of Teachers Local 399

Kentucky

McCracken County Federation of Teachers Local 2305

Massachusetts

Lynn Teachers Union Local 1037

Michigan

Michigan Federation of Teachers
Highland Park Federation of Teachers Local 684
Detroit Federation of Paraprofessionals Local 2350

Minnesota

Minneapolis Federation of Teachers Local 59
St. Louis Park Federation of Teachers Local 845
Mt. Iron Federation of Teachers Local 1307

Pipestone Federation of Teachers Local 1324
Buffalo Federation of Teachers Local 1908
White Bear Lake Federation of Teachers Local 1992
Albany Federation of Teachers Local 1993
Howard Lake Foundation of Teachers Local 2103
Federation of the Developmentally Disabled Local 2326
Delano Federation of Teachers Local 2355

New Jersey

Perth Amboy Federation of Teachers Local 857

New York

United Federation of Teachers Local 2, New York City
Kingston Teachers' Federation Local 781
Patchogue-Medford Congress of Teachers Local 1430
Lakeland Federation of Teachers Local 1760
Greenburgh District #11 Federation of Teachers Local 1532
Wantagh Faculty Organization Local 1987
Wappingers Federation of Teachers Local 1989
Phoenix Central School Teachers Association
Royalton-Hartland Teachers' Association, Middleport
Kendall Central School Faculty Association
Gouverneur Teachers Association
Brentwood Teachers Association
Averill Park Teachers' Association

Ohio

Cincinnati Federation of Teachers Local 1520

Oregon

Portland Federation of Teachers Local 111

Pennsylvania

Pittsburgh Federation of Teachers Local 400
General Braddock Federal of Teachers Local 1009
Hampton Federation of Teachers Local 1751
Pottsgrove Federation of Teachers Local 2156, Pottstown

Wyoming

Cheyenne Federation of Teachers Local 366

VOLUME II

ADDENDA

California

Vallejo Federation of Teachers, Local 827

Minnesota

Columbia Heights Teachers Association, Local 710

New York

New York State United Teachers
Riverhead Central Faculty Association, Riverhead, Long Island
Yonkers Federation of Teachers, Local 860
Otselic Valley Teachers' Association
Faculty of Glenville High School

Ohio

Faculty and Staff of Mark Twain School, Cleveland

Rhode Island

Providence Teachers Union, Local 958

RESOLUTIONS

Babylon, New York—1 Resolution
Cleveland, Ohio—16 Resolutions
Philadelphia, Pennsylvania—1 Resolution
St. Clair Shores, Michigan—1 Resolution
Schenectady, New York—1 Resolution

Mr. Megel. Thank you so kindly for our presence here. Mr. Humphrey and I will answer your questions.

Chairman **Perkins.** Am I correct, Mr. Megel, that it is the position of your organization that ESEA should be more adequately funded and not gobbled up by so-called special revenue sharing before we go in the direction of general aid?

Mr. **Megel.** That is correct.

Chairman **Perkins.** To what extent do you feel we should fund ESEA title I before we go to general aid?

Mr. **Megel.** To the full extent of the authorization, or at the very least enough to fund the $300 per child concentration.

Chairman **Perkins.** Just tell the committee your objection to the so-called special revenue-sharing package.

Mr. **Megel.** Mr. Humphrey.

Mr. **Humphrey.** I will take that. The basic problem we have with the concept of special educational revenue sharing is that it takes the program that we feel is the most valuable of all Federal legislation, and that is the title I, lumps it in with various other categories, passes out the money to various rubrics—disadvantaged children, et cetera, et cetera—but there is no management method by which these funds can be accounted for.

There is no guarantee on the applicability of the funds to the various civil rights statutes; there is no guarantee that the funds once they are given to a State would be used for the purpose of educating the children the program was designed for.

Our concept of Federal aid is that while we would like something like general aid at a later time, under the current budget restrictions—and I have been spending the past day or two going through the fiscal year 1974 budget for OE, I never fail to be amazed at what people can find in these budget figures—that there is no possibility under these restrictions of getting adequate money for all the school districts which need it.

So at a time of scarce resources, you really ought to concentrate on the areas of education that need it the most, and we feel the children that come from the disadvantaged backgrounds or schools in disadvantaged areas are the ones who need it most. Since there is not enough to go around, and we certainly admit that, it's no secret, you ought to do the most you can for those who would be most helped by it.

Chairman **Perkins.** Let me thank you, Mr. Megel and Mr. Humphrey, for your appearance here today. You have been very helpful to the committee, and the chances are you will be watching to see what actually takes place around here, and if you feel that you can make a contribution at a later date, please do.

Mr. **Megel.** We will certainly do everything we can. Thank you very much.

Chairman **Perkins.** The committee will recess for another 10 minutes, and we will return after we vote.

[Whereupon, a brief recess was taken.]

Chairman **Perkins.** Our next witness is the representative of the National School Boards Association, Michael Resnick.

STATEMENT OF MICHAEL A. RESNICK, LEGISLATIVE SPECIALIST, NATIONAL SCHOOL BOARDS ASSOCIATION

Mr. RESNICK. Thank you, Mr. Chairman.

Mr. Chairman, members of the subcommittee, my name is Michael A. Resnick, and I am the legislative specialist of the National School Boards Association.

The National School Boards Association is the only major education organization representing school board members, who are in some areas called school trustees. Throughout the Nation, approximately 84,000 of these individuals are association members. These people, in turn, are responsible for the education of more than 95 percent of all the Nation's public school children.

Before we address the kinds of Federal programs which we believe are needed, a few threshold observations ought to be made regarding both the timing of enactment and the simplification of program administration.

Indeed, as the Federal proposals arising from the legislative conference of six of the Nation's largest education associations would indicate, from the standpoint of the education community, these two factors bear a crucial relationship to the success of the Federal education program. These proposals which were issued just 3 weeks ago are appended to our written statement.

In turning to the question of timing, Mr. Chairman, the National School Boards Association, at the outset, wishes to commend the committee in moving forward with early hearings on the extension of elementary and secondary education legislation. Although current law provides that existing programs won't lapse until the commencement of fiscal year 1975, sufficient advance time will be required to accommodate the funding process.

The question raised, therefore, is how much time in advance of June 30, 1974, is needed for this accommodation?

As in the case of the Federal Government, most school boards operate on a July to July fiscal year. Accordingly, program planning begins as early as January, since budgets must be finalized by March or April. For the most part, State law does not provide flexibility to extend the budgetary deadline—particularly if the budget must be approved by a special election.

Hence, if by early spring school boards do not know how much Federal assistance they can expect to receive, there is a strong incentive to design Federal programs in such a way that they can be plugged in or out of the normal school operation, rather than in the way which may best suit the educational needs of the district.

Where programs are committed and the district overspends due to a disappointingly low Federal allotment, programs might have to be terminated early or deficits incurred—of which the latter is a violation of law in some States.

Without belaboring the point, late appropriations unnecessarily open school boards to the criticism that they do not effectively plan for the expenditure of their Federal grants.

Therefore, we are hopeful that the Appropriations Committee will recognize our budgetary needs and begin to consider the fiscal year 1975 appropriations by late January 1974. However, based on the precedent of last year when the Appropriations Committee did not fund the then unauthorized higher education programs, early funding would probably not occur in the absence of previously enacted extension legislation.

In fact, without program authorizations prior to that commitee's consideration of the other Labor/HEW components, once enactment did occur there would be a strong risk that the education programs would be held over to late spring for inclusion within a supplemental appropriation.

From the foregoing, ideal coordination of the Federal and local fiscal year 1975 budgetary processes suggests that the extension legislation should be passed into law by the end of 1973. In this regard, since it is also unlikely that the Appropriations Committee would act without an Administration budget request, final passage should occur at least 2 and perhaps 4 months earlier, to insure that the Administration will have budget figures ready for all programs by January 1974.

Accordingly, Mr. Chairman, we urge that the enactment of legislation to extend the elementary and secondary amendments occur by this fall and certainly by the year's end.

In our encouragement for a speedy enactment, we of course, would not want to forgo the need to carefully weigh the design and distribution schemes of current programs, and to thoroughly consider those substantive revisions which may improve overall program effectiveness.

For example, 1970 census data reveals that population shifts will have significant impact upon State allocations of ESEA title I funds. At the same time, alternative formulas are being recommended which are supposedly more reflective of the need to be served than the current formula.

Therefore, should there be a delicate balance to be reached between providing the transitional assistance which may be needed by those States facing large losses in title I funding, and insuring that the funds will flow to those other States where the students are, that balance should be written into the fiscal year 1975 program.

However, at this point we are reticent to say that should deliberations on the substantive revisions of one or two programs threaten appropriations delays for all programs, that we would not prefer a mere extension of those programs for fiscal year 1975 and seek the substantive revisions at a later date.

In passing, it should be noted that if the enactment does not occur until April 1974, the funding problems may even be further compounded. For example, should the education package then be included within a supplemental appropriations, apart from the delay factor, we do not believe that Congress would give as thorough a consideration for the funding of programs as it might under an agency's appropriations.

In addition, if a late spring enactment includes revisions widely departing from existing provisions, the problems of Office of Education data collection may result in funds being distributed to the schools after the fall semester has begun.

Leaving the crucial question of timing, I would like to turn now to the matter of program simplification.

Although NSBA opposed the special revenue-sharing bill which the administration introduced last year, we did so on technical grounds and agree in principle with President Nixon that the local level needs greater program discretion and less Federal redtape.

However, a subsequent elementary and secondary enactment, the Emergency School Aid Act, did just the reverse. Indeed, pursuant to that 18-page law, which established seven distinct program categories and apparently departing from the President's own principles, the administration's draft regulations, which did not even include all categories, were encompassed within a 55-page maze of program requirements and reporting procedures.

But, Mr. Chairman, in addition to the general administrative complexity which these regulations pose for local school boards, we were especially surprised by some of the program requirements, since they were not specifically authorized by law, but were apparently justified by the broad brush boiler-plate language "such regulations as the Assistant Secretary deems necessary."

In its review of the elementary and secondary programs, we urge the committee to reverse the continuing trend toward Federal program constrictions, and to give particular attention to limiting the scope of the boiler-plate language to which I just referred.

At this point, Mr. Chairman, I would like to comment briefly upon the Federal role in the elementary and secondary education arena.

NSBA wholeheartedly supports the aims of the existing elementary and secondary programs. We believe the broad category areas encompass those priority needs which require funding, but which, because of cost, are beyond the means of many local and State agencies to provide.

In urging the continuance of Federal assistance for particular national priority needs, we most strenuously urge the committee to consider legislation for the general support of education. Such legislation could serve to relieve excessive property tax burdens, equalize educational opportunity among the States, and in so doing uplift the general standard of education by providing assistance to all States.

It is the opinion of our association, many of our colleague associations, and various study groups that the Federal level should be authorized to absorb one-third of the cost of the Nation's public education.

We, of course, would like to document the need to continue and expand the Federal programs, as well as to comment upon the pragmatic soundness of pursuing certain revisions. It is our belief that testimony to this effect should include dialog with the school board members in the field.

Therefore, with your permission, Mr. Chairman, I would like to defer that portion of our presentation to a later date in this series of hearings so that we may bring before the committee a representative panel of school board members. In this regard, we would also like to defer any legislative analysis of the existing programs and proposed revisions to that date, in order that discussion thereupon can be related to the panel's practical insights on program operation.

Mr. Chairman, on behalf of the National School Boards Association, I thank you and the members of the subcommittee for inviting these prefatory remarks concerning our general support of a Federal role in education, the need for timely enactment, and the need to simplify the administration of existing Federal programs.

Chairman PERKINS. Let me thank you for an excellent statement.

Mr. Lehman, any questions?

Mr. LEHMAN. No, except that I used to be a member of your organization and I think I can understand the position of it.

The problem with the NSBA used to be the fact that it was representative of a broad scope of school boards, and I was more involved with the Council of Big Cities.

Mr. RESNICK. That is right.

Mr. LEHMAN. The Council of Big City Boards does not have a position different than the one you just stated.

Mr. RESNICK. That is right. We work very closely with our Council of Big City Boards and they do have a large legislative steering committee which coordinates its principles with ours so that we can present a united school board effort.

Mr. LEHMAN. So this is not in any sense opposed by the legislative arm of the National Council of the Big City Boards?

Mr. RESNICK. No, not at all.

Chairman PERKINS. Mr. Towell.

Mr. TOWELL. Mr. Chairman, do you think that any of the programs that we are now funding, at least partially, can be phased out or perhaps combined with other programs? Do you think that would be a possibility?

Mr. RESNICK. I think in striving for ease of administration in the Federal programs, the notion of consolidation should not be disregarded. However, before we would embrace any particular form of consolidation, such as special revenue sharing, we would have to take a look at the legislation, which of course in connection with special revenue sharing the administration has not yet introduced. Under the current legislation, we believe that the Administrative guidelines could be eased up. In many cases, I cited the Emergency School Aid Act as an example of unnecessary reporting procedures.

Mr. TOWELL. I see.

One other question. Throughout the day several of the different groups have been aiming at the Federal Government assuming one-third of the cost of education. I believe you mentioned that as your group.

Mr. RESNICK. That is correct.

Mr. TOWELL. As we discussed earlier and into the afternoon, it seems to be that not necessarily in education, but in a lot of social programs, the Federal Government has gone, shall we say, the massive money route and it has not solved problems.

I hope that if the Federal Government does move in this direction toward your one-third of the cost, that some serious thought will be given to how these programs are implemented, because it has not worked in the past, at least in other social programs where we have had massive dollar infusions of money.

Mr. RESNICK. Well, in the case of title I, where the notion of critical mass has now evolved, it has been recognized that perhaps there is a minimum amount that is needed to begin to achieve marked improvements in the education programs. Therefore it may be that a mass infusion of Federal aid may also be needed to uplift the general quality of education.

Mr. **Towell**. I didn't say I was totally against it, but I hope a lot of serious thought has been given to it, and I am sure you have.

Mr. **Resnick**. Certainly. In these budgetary times, we would not want to be haphazard in recommending any particular program.

Mr. **Towell**. Thank you.

Chairman **Perkins**. Let me thank you for your appearance. I have questions, but I will defer them inasmuch as you have deferred some of your decisions in this statement until you return at a later date.

Mr. **Resnick**. Thank you very much, Mr. Chairman.

Chairman **Perkins**. Our next witness is Mr. James Kirkpatrick, associate secretary of the American Association of School Administrators.

Let me welcome you here, Mr. Kirkpatrick, and thank you for waiting all day. You have been very patient and we appreciate it.

Proceed in any manner you prefer.

STATEMENT OF JAMES R. KIRKPATRICK, ASSOCIATE SECRETARY, AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

Mr. **Kirkpatrick**. If there is one thing I learned as a superintendent of schools for 15 years, it was that they also serve who wait. So, no problem at all.

Before I do get started, Mr. Chairman, I had hoped to bring greetings to Mr. Mazzoli, as well as yourself, from Dr. Fred Williams of the Kentucky association. I was talking to him on the phone this morning. I am going to be in Louisville next Monday and Tuesday, and he asked me to bring the association's best greetings and wishes to you.

Chairman **Perkins**. Please give Dr. Williams my best wishes.

Mr. **Kirkpatrick**. I will do that, sir.

Chairman **Perkins**. Both Dr. Williams and Congressman Mazzoli have made a very great contribution to the educational system in Kentucky.

Mr. **Kirkpatrick**. Mr. Chairman and members of the committee, the American Association of School Administrators, the professional organization representing some 19,000 members involved in the overall administration of the Nation's elementary and secondary schools, appreciates this opportunity to express its views regarding H.R. 69, a bill to extend and amend the Elementary and Secondary Education Act of 1965, and for other purposes.

AASA wishes to take this opportunity to commend the chairman and the committee for initiating an early start on the conducting of hearings related to the renewal of the Elementary and Secondary Education Act in view of the very real impact which it has had on the program of education offered to so many American students.

While the early start of these hearings precludes documentation in our present statement, we hope that the committee will provide an opportunity at a later date to permit members of our organization—practitioners in the daily management of the operations of school systems—to present their experiences and viewpoints relating to the problems and achievements they have encountered in working with the various ESEA programs.

Mr. Chairman, I digress for a moment. In the sense that our association believes in bringing in practitioners to talk to you people. I certainly——

Chairman PERKINS. We welcome that.

Mr. KIRKPATRICK. I am certain you recall Paul Briggs of Cleveland and Frank Dick, and we certainly have a group of men who are willing and able to come in and talk with you about these achievements and also these problems.

Despite the criticisms directed at the ESEA, AASA continues to believe that its worth outweighs the many—and some valid—points raised against it. ESEA has brought to bear more attention and concern relating to the educational opportunities for overlooked portions of our Nation's youth—low income, migrants, Indians, handicapped, bilingual, and so on—by our educational system at all levels than any other piece of legislation to date.

And, while admitting that shortcomings do exist, we would also have to point out in all fairness that the level of funding enacted has never been commensurate with the needs as determined by this committee.

Through its prompt action the committee has insured the opportunity for an indepth study of the best means by which modifications of ESEA may be undertaken to improve its performance.

AASA does believe that serious consideration must be given to various means by which the ESEA delivery system can be made more flexible and comparable with a diminution of redtape. The ultimate form that such improvements might assume may well be influenced by diverse factors such as the as-yet-to-be-announced U.S. Supreme Court decision in the *Rodriguez* v. *San Antonio* case now under consideration.

We are also concerned that, if the present Federal Administration is proposing zero funding for certain line items in the fiscal year 1974 budget in anticipation of some as yet unintroduced proposal of special education revenue sharing legislation which will mandate lengthy congressional deliberation, such attempts without due consideration being given to the extension of current programs will (1) complicate the present financial crisis in which many school systems, including many of our large cities, are now embroiled, (2) create a dislocation of those people currently operating the existing programs at the State and local levels and whose loss would be detrimental to the continuing educational effort of children whose needs are now, and (3) leave in limbo local school administrators faced with the reality of making personnel and budget decisions for the 1973–74 and 1974–75 school years.

AASA also believes that the solution to the problem of reducing redtape may equally be found in the shaping of attitudes of Federal and State administrations as well as in the introduction of new program designs.

In addition, it would appear that inconsistencies between Federal statutes need to be dealt with; for example, whereas ESEA title I regulations call for the isolation of students for instructional programs, provisions in the Emergency School Assistance Act call for desegregating of students for instructional purposes.

AASA has noted the increasing capacity of State education agencies to facilitate the implementation of Federal education programs. We believe this to be directly attributable to the impact of ESEA title V programs. Slackening of efforts in this area at a time when the national administration is tending to provide more State control would appear to be counterproductive.

AASA is well aware of the much-publicized concerns relating to the impacted aid program. Despite these points of view, it is AASA's belief that the very real and serious problems relating to operational capabilities of school districts dependent upon such support overrides deletion or reduction considerations until such time when other forms of aid become available in significant amounts to compensate for their loss.

AASA is gratified to see the concern expressed in title III of H.R. 69 regarding the extent and effect of the late funding of Federal elementary and secondary programs as well as for possible solutions to the problem.

Promotion of accountability for programs and funds in the public schools is impossible without advance planning for educational programs, which is likewise impossible without knowledge of the available resources. Forward funding—of at least 2 years—of all continuing education programs can make possible the necessary advance planning.

State and local governments are finding it a matter of increasing difficulty to provide the financial support necessary for the provision of quality education. Under such circumstances, now is not the time for the Federal Government to cast off the burden of leadership, appealing as it might seem. Rather, in recognizing the national interest inherent in a sound system of educational services, the Federal Government should provide the leadership by establishing a higher budget priority for education.

Mr. Chairman, thank you very much.

Chairman Perkins. Mr. Mazzoli.

Mr. Mazzoli. Mr. Chairman, I apologize I was not here for a good portion of the statement.

We welcome the gentleman. We shared a platform some months ago, and it was a very rewarding experience.

Referring to your statement here, sir, you indicate that you feel that the difficulties or problems that might be involved in ESEA certainly are overweighed by the advantages of the program. Is that basically correct?

Mr. Kirkpatrick. Yes, sir, we believe that.

Mr. Mazzoli. I am to the point in your statement where you say that because of the problems of the future arrangements in education financing, you feel that we should give attention to the uncertain future or we ought to continue the programs we have now with no reference to the changes that might occur.

Mr. Kirkpatrick. Well, essentially the thrust of our concern would be this, that when we talk in terms at the moment the issue of it would appear to be a vis-a-vis the concept of a special revenue-sharing package as opposed to the current programs. We are flexible enough to say, well, we would like to see what is being proposed.

Now we know that one was brought in 2 years ago. We are told that it may be different, so therefore we have nothing on which to base a judgment at the moment.

What we are saying is that the school administrators, the superintendents, the men where the buck stops cannot afford to be left in limbo in the sense that now they need to know as soon as possible what it is that they have to deal with in the terms of money, because they are making personnel and budget decisions in April, for example, for the next fiscal year for contracts and so on.

Therefore, our consideration at the moment is let's make certain we have the authorization so that the implementation or appropriations process is not delayed.

Mr. **Mazzoli**. Very good. Thank you, sir. I appreciate your being here.

Chairman **Perkins**. Mr. Towell.

Mr. **Towell**. I have one brief question.

You mentioned, I think, briefly, impacted aid to certain areas there, and I know that it has been broken down very recently into A and B and so forth, on down the line. Could you give a little more detailed answer. Do you want the total program or do you think that we could live with cutting out a part?

Mr. **Kirkpatrick**. Well, from the standpoint of impact aid, our position is simply there are people who point out Montgomery County, Maryland or some other places: at the same time others come back and can cite equally convincing arguments in other districts.

Now, as we look at it from the point of view of our total membership, which we must do, we see some possibilities which I am not prepared to fully identify today where some reform, some revamping, might be feasible and might be possible.

The point that we are making is that before you do this, let's make certain that some of these districts with an inordinate amount, percentage, of their budget wrapped up in impact aid—let's make certain that they do not suffer unduly in that transition period.

In other words, to our way of thinking, if you go into a general funding or a general aid pattern, we could see where you can phase this out, but at the moment to ask some of these districts to come up with the kind of money that would be needed to replace by just a meat-ax approach, we cannot accept that.

Mr. **Towell**. In other words, it is that your philosophy or your thought there somewhat follows your idea about forward funding?

Mr. **Kirkpatrick**. Yes, sir.

Mr. **Towell**. To give districts and States and so on.

Mr. **Kirkpatrick**. Yes, sir. You see, I approach it from the standpoint as a superintendent. After I had negotiated a contract with the various units, whether they be teaching personnel or nonteaching, I then was faced with the decision that I had to get contracts ready.

Now, if I had no knowledge of what I have coming, this presents a real problem for me in trying to determine what I can keep and what I have to get rid of, and that is just one aspect of it.

Mr. **Towell**. Well, I appreciate your testimony here today and I regret your having a rather long wait today.

Chairman **Perkins**. Mr. Lehman.

Mr. **Lehman**. Just real quickly.

One question is: Are you going to have your convention again in Atlantic City this year? Can't you find a better place?

Mr. **Kirkpatrick**. Well, as you know, we do put on the largest convention for educational people. I would like to point out to you, though, that we got a little smarter this year and frankly, due to the size and the fact that Atlantic City can no longer handle us, we now have two conventions—one at Atlantic City and one in San Francisco.

Mr. LEHMAN. The superintendent may be in order——

Mr. KIRKPATRICK. Ed happens to be a very good friend of mine.

Mr. LEHMAN. He made the statement that the people criticize compensatory education, and then the idea was that we have never really tried compensatory education.

Mr. KIRKPATRICK. Well, frankly——

Mr. LEHMAN. What do you think it would take to really have truly compensatory education?

Don't answer that question.

Mr. KIRKPATRICK. I certainly subscribe to the idea. We are quite taken with the fact that accountability is a thing which has a great deal of appeal to people, and we would not reject it; but as I alluded to in my testimony, there have been programs authorized and passed that started in this committee. We have never really given them a chance to prove themselves, and we would be held accountable if someone would first of all let us really have the funds to really get the job done.

Mr. LEHMAN. Thank you.

Chairman PERKINS. Let me thank you, Mr. Kirkpatrick.

I undoubtedly will have the opportunity to interrogate you more fully in the future.

We now have just enough time to vote.

Give Fred my best wishes.

You have been very helpful to the committee. We appreciate your being here and we appreciate your patience.

Mr. KIRKPATRICK. Thank you.

Chairman PERKINS. We will reconvene in the morning at 9 a.m.

[Whereupon, at 2:45 p.m. the subcommittee recessed, to reconvene at 9 a.m., Thursday, February 1, 1973.]

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

THURSDAY, FEBRUARY 1, 1973

House of Representatives,
General Subcommittee on Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Present: Representatives Perkins, Ford, Lehman, Bell, Sarasin, Towell, and Huber.

Staff members present: John F. Jennings, counsel; Charles Radcliffe, minority counsel; and Toni Painter, secretary.

Chairman **Perkins**. The subcommittee will come to order.

The General Subcommittee on Education is today continuing hearings on H.R. 69, a bill to extend the major Federal programs for elementary and secondary education, and H.R. 16, a bill to provide States with Federal general aid.

We are very pleased this morning to have as our witnesses two individuals who have been deeply involved with one of the outstanding State compensatory education programs in the country. Mr. Charles Blaschke, president of Education Turnkey Systems, has been providing technical assistance to the State of Michigan and to 67 school districts to improve their compensatory education programs. And, Dr. John Porter, State Superintendent of Public Instruction in Michigan, has been the key individual in his State responsible for making the compensatory education program work for disadvantaged children. Both Mr. Blaschke and Dr. Porter will tell us of their experiences in these programs.

Mr. Blaschke is here; Dr. Porter, I understand, will soon arrive from the airport. Identify yourself for the record and proceed in any manner you prefer. We are glad to welcome you here this morning.

STATEMENT OF CHARLES L. BLASCHKE, PRESIDENT, EDUCATION TURNKEY SYSTEMS

Mr. **Blaschke**. Thank you, Mr. Chairman.

My name is Charles Blaschke. I am president of Education Turnkey Systems. We have worked with over 100 school districts in 20 States attempting to introduce accountability techniques in various programs, most of which have been funded under ESEA legislation.

Chairman **Perkins**. Go ahead and summarize your statement. Without objection, your entire prepared statement will be inserted in the record.

Mr. BLASCHKE. Thank you, sir.

[The statement follows:]

STATEMENT OF CHARLES L. BLASCHKE, PRESIDENT OF EDUCATION TURNKEY SYSTEMS, INC.

My name is Charles Blaschke. I am President of Education Turnkey Systems, Inc., a Washington, D.C.-based management support firm which has been involved in planning, developing, and implementing accountability projects in over 100 school districts in 20 states over the last three years. Most of these projects were funded under ESEA legislation and included activities such as performance and incentive contracting, education program audits, project management training, teacher training in classroom management, ESEA evaluations, economic analyses of school operations, technical assistance in implementing the Michigan Accountability models, and assisting federal agencies in implementing large-scale field experiments, such as the O.E.O. Performance Contract Experiment.

Education Turnkey Systems, recognized by *Phi Delta Kappan* as a "leader in the accountability movement" is relatively small in nature, whose contract services with potential clients are dependent upon the results achieved by past clients who have used our services. Today, as an independent, catalytic agent, I am honored to share my experiences with you and hypothesize why some clients were successful, suggesting serious implications for ESEA.

Very briefly, the argument which I present today is, first, that projects and programs under ESEA legislation can work: if strong project management and evaluation techniques exist; if an environment conducive to innovation and the effective application of proven techniques and technology in education is created; if incentives are provided to those responsible for achieving objectives; and if procedures are built into ESEA projects which decentralize decision-making while ensuring self-governance and accountability. Clearly, while success can be achieved under existing legislation, it could be accomplished more widely and effectively with some modifications.

Second, the apparent budget cuts in many ESEA programs without consideration and demonstration of feasible alternatives have already resulted in: the departure of a very limited number of qualified school personnel whose unique capabilities are essential for education reform; the jeopardy of many successful projects; and an all-time low of morale in education at all levels with the only prospect of morale leadership coming from the Congress.

And last, the time is uniquely opportune for introducing changes which will encourage the reform of public schools to benefit disadvantaged students.

In order to argue my case, I have chosen three innovative projects in which we were involved which indicate that ESEA projects can work, offering some hypotheses why these results were achieved.

In 1971, the Michigan State Legislature appropriated $23 million to conduct a unique Accountability-Compensatory Education program complementing ESEA Title I, described earlier by Dr. John Porter, Superintendent for Public Instruction. Several unique aspects need re-emphasis. First, $200 were allocated by the State Department to each district for each student who scored below the 16th percentile in math or reading in that district. In subsequent years the full allocation of $200 would be made to the district only if the individual student achieved 75% of his objectives, or approximately .75 grade level gain in math and reading combined. Where students did not achieve their objectives, then a prorated lesser amount would be allocated in the subsequent year. Second, flexibility was provided to the district regarding how the $200 allocation was to be used programatically. In many instances, districts receiving funds in turn allocated the funds to individual buildings decentralizing the decision-making authority to select what instructional programs, additional staff, etc. were to be purchased. The results of the program during school year 71–72 speak for themselves. In the Accountability Model (Appendix A), described above, involving 112,000 students in 66 districts, results indicate that 93%, 73%, and 63% of the students individually achieved their objectives in math alone, reading alone, and reading and math combined. In addition, the recently released results of the statewide Compensatory Education Program (ESEA Title I) involving 135,000 students, many of whom were also involved in the Section 3 Program, indicated that students achieved

1.3 months' gain per month in the program in math and a similar gain in reading, which is approximately 100% above the national Title I average.

Why was the Michigan Model so successful in producing significant achievement gains? We don't know the specific causal relationships. A proposal was submitted by the Michigan Department of Education to the U.S. Office of Education to attempt to determine any; however, it has not been accepted. A preliminary analysis of the statewide ESEA Title I program involving 135,000 students seems to indicate that programs which were individualized and consisted of small groups tended to do better than "remedial" programs. Having been directly involved in the program and working and communicating with the majority of the participating districts, I would offer the following tentative hypotheses based mostly on observation.

First, the incentive inducements combined with decision-making flexibility appeared critical, often resulting in variation yet success. For example, in Detroit, approximately $12 million was allocated to the District, which in turn allocated proportional amounts to Regions, who in turn allocated funds to individual school buildings. A two-week educational "fair" was held for potential suppliers of learning systems, after which time the individual faculties decided upon the learning systems to use. Moreover, the firms were not paid until they had trained the teachers in the use of the materials and had installed the program in each classroom.

The second project which I would like to describe was conducted in Dade County, Florida between January and June 72, although planning began 11 months prior to implementation. Again, additional information on this project can be provided not by a witness, but one of the members of the Committee, Congressman William Lehman, who until his recent election, was Chairman of the Dade County Public Schools Board of Education, and was instrumental in the initiation of this somewhat revolutionary project. Very briefly, through a participatory management process involving administrators and representatives from three of the local teachers associations, a Request for Proposal was designed and sent to individual school buildings with Title I students. Faculties were asked to submit proposals in light of the following conditions:

A. $55 per eligible student would be allocated to the teacher or faculty group to defray normal operating costs, such as the use of aides, consumable materials, etc.;

B. An additional $55 was available at the option of the faculty to expend for risk capital items, such as non-consumable equipment, investment in teacher training, etc., with the contingency that if students did not achieve at least 50% above expected gain, the faculties would have to reimburse the district for this risk capital allocation; and

C. A $110 bonus per student would be provided if the grade level average was 100% or more above expected gain in math and reading.

Again, given wide flexibility regarding the learning systems design, the individual contracting faculties in two schools each designed an instructional system which they felt would work best. It is extremely interesting to note what they proposed. First, teachers chose to increase class size from approximately 25 or 30 to 1 to as much as 35 to 45 to 1. Second, the individual teachers and faculties chose to use individualized programed learning and teaching machine based instructional programs. And third, instead of using para-professionals, peer-students were used to a great extent.

The results of the first phase of this two-year effort indicated that students by grade level, averaged between 50–300% above expected gain. (See Appendix B) Perhaps as important as the significant increases in student performance, was the fact that the cost per student month of instruction was lower than the average cost per month of instruction in the regular Title I Program, in five of the six schools involved. This saving was largely attributed to the increase in class size chosen by the individual teachers. The cost analysis also included the amortization of all of the materials and equipment over a short period of time, and the bonuses ranging from $2,800 to $3,200 earned per teacher. In an analysis recently conducted by our firm (See Appendix C), using a unique computer-based trade-off model, we found that in the average elementary school in the country, an increase in class size from 27.3 students to 1 teacher, to 27.9, or approximately 1 half student increase, would free enough money to increase the instructional equipment allocation per student-year of $18 to $35. You can imagine how much savings was occurred by increasing class size up to 35 to 40 to 1, allowing additional costs to be spent on instructional equipment, bonuses and other services.

Why was the Dade County Project successful? Two characteristics are noteworthy. First, representatives from the teachers associations were involved in establishing the overall project specifications and individual teachers were given not only the decentralized decisionmaking authority regarding the program design and selection, but also operating funds and risk capital. In addition, an incentive was provided. Second, the contract between the Board of Education and the individual teacher groups was binding on both parties, requiring additional time and effort on the part of the Central Office to meet its contract requirements, such as validating a criterion-based testing scheme, providing 24-hour maintenance on all equipment and other similar clauses.

The third project is operating in Grand Rapids, Michigan, where the Board of Education contracted with a private corporation under a performance contract to develop, validate and implement an instructional learning system which would significantly increase student achievement in basic cognitive skill areas for educable mentally retarded students. A major objective of the program is to demonstrate that through individualized, tailor-made programs, using sophisticated classroom management techniques, EMR students can achieve significant results, not only in "EMR segregated" classrooms, but also in classrooms where EMR students are integrated with regular students. During the first year of operation, school year 71–72, 150 students whose average I.Q. was approximately 59, all of whom had slight to serious brain damage, achieved over one months gain for each month in both math and reading. The program which is presently in its second year of operation, has been nominated as the State's exemplary Title III Program. Preliminary results during the second year indicate that the program is producing similar results in reading and significantly better results in math.

Why the apparent success? First, contractors designed and developed, and implemented a program which they felt would work best under an incentive structure where their payment was contingent upon student-performance to a large extent. Second, the project director was skilled in project management techniques, and had developed for him a sophisticated project management manual. Third, the intent of the program was to test and demonstrate a system which could be eventually integrated (e.g., turnkeyed) into as many as 10–15 schools with EMR students.

While each of these programs differed, there were some common threads.

First, while policy was determined at Federal, State or Board of Education levels, in the vast majority of instances, the decision-making regarding the instructional program to be developed or implemented, was decentralized to the district, building or classroom level. Moreover, along with decentralized decision-making authority and responsibility were additional funds and support, including "risk capital".

Second, in all of the projects, an incentive structure existed, which encouraged those responsible to increase student performance and meet other objectives. Incentives were provided to staff, individually or collectively, to buildings or to the district itself. In a project in Woodland, California, a Scanlon Plan recently proposed 2 months ago in *Phi Delta Kappan* has been implemented. (See Appendix D) In this project, the entire school building is under a bonus-penalty arrangement based on student performance and attitude arrangements. A similar "cost saving-profit-sharing" arrangement is being proposed in Grand Rapids, Michigan, where staff-initiated cost-saving initiatives are rewarded. It is important to note that the nature of the incentive must be suitable to the traditions and moves of the particular district and the staff, and each unique situation.

Third, in each of the projects mentioned above, several accountability techniques were used. Project directors in each of the projects were trained in project management skills, and provided an Operations Manual to assist them in program planning and implementation. Program audits were often conducted to ensure a public accounting. And outside assistance, similar to that included in the initial Title III proposed legislation, was provided.

Last, it is interesting to note that in all three of these projects, even though most used ESEA funds, no Federal officials from the U.S. Office of Education were involved. I mention this point in light of my experience and observations regarding direct Federal involvement in educational projects, which are worth noting.

First, in far too many instances, the criteria chosen by Federal officials for evaluating a project differ radically from those actually used at the local level for decision-making purposes. In other instances, such as the O.E.O. Performance Contract Experiment, the evaluation design is not flexible enough to take into account the dynamic nature of school system operation and the political, social and economic milieu in which decisions are made. (See Appendix E)

Second, in many instances, the legislative flexibility of the ESEA does not allow effective and timely implementation. For example, in a recent U.S.O.E. project, an evaluation of which was disclosed on Tuesday, which offered incentives to parents and teachers based upon student performance, the project was not officially funded until it was half way over, due largely to the legislative restrictions and administrative protocol.

And third, many U.S.O.E. officials in charge of ESEA programs tend to confound and confuse, rather than clarify issues during project planning, development and implementation; when in doubt they are rather proscriptive regarding flexibility and what can be done.

What are the implications of the above projects and their results for ESEA reform? I offer the following observations not as blueprint legislation but as accountability techniques which deserve serious consideration and constructive debate as new directions and emphasis are sought for ESEA.

First, the successful results achieved in these and other projects indicate that we now have the capability to ensure not only *equal education opportunity*, but also "equity in terms of results"—a guaranteed level of performance in math and reading. Aware of the fact that ESEA Title I provides for services other than cognitive skills, I am confident that in this area of math and reading, a number of new and redesigned individualized learning systems can produce significant results if staff are encouraged to use these systems effectively. A capability exists within certain public schools, as well as outside groups to train staff in other schools to implement such programs. What is needed is the will to accept this challenge of the 70's reflected in legislative intent.

Second, school districts and staff must be provided an incentive to search the marketplace for what works best to increase student performance in basic skills. Incentives should be based upon student performance *and* process objectives (e.g., did the teacher use the materials in accordance with the procedures in the Manual?) The criteria and nature of incentives should be developed through a participatory management process involving teachers and administrative personnel. Incentives could take the form of dollar bonuses to faculties collectively, free time, staff promotions, and consultant arrangements, whereby school developers of effective programs are encouraged to replicate programs elsewhere, and others.

At the same time, existing "disincentives" which divert time and attention at the local level from the main issue—the performance of the student—and encourage inefficiency of operations must be removed (e.g., rigid staff-student ratio, end-of-year spending sprees to ensure subsequent year budgets are not reduced, etc.) And since many of these disincentives can be directly or indirectly traced to Federal legislation or State interpretation, a good starting point lies here before this Committee.

Third, incentives alone would be unfair without some subsidy scheme which will ensure some equity among present inequitable distribution of needs, financing, and capacities which range considerably from district to district across this country. Strong financial support is needed to start up new programs and train staff; to gain support and credibility of parents; to overcome fatalistic attitudes which are too often prevalent among teachers; and to reach and then motivate children who exist in a quagmire of poverty.

Fourth, incentives based upon student performance and other factors, combined with equitable subsidies based on needs, would be ineffective and even punitive without decentralizing decision-making authority, even to the building or classroom level, regarding instructional program selection and design. While those closest to the problem often have a better perception of the problem and feasible solution, their direct involvement in the decision-making process will in itself ensure not only professional self-governance, but also some accountability. ESEA Title I "comparability" guidelines and their interpretations by State and district personnel often stifle creativity, promote inefficiency of program implementation, and consume limited administrative time and effort at the expense of monitoring programs with student performance in mind. Had not special waivers been granted in several of the above projects, ESEA Title I guidelines would have been violated. The issue of "supplanting" should be concerned more with total actual or imputed resources targeted to a student than with equality of inputs or design features such as pupil-teacher ratio, maximum percentage allowances for material expenditures, etc. Comparability and flexibility must co-exist in a compatible manner.

Fifth, in order to correct a major deficiency in the vast majority of ESEA Title I and Title III projects, and projects noted in the recent Ford Foundation Report, Federal and State guidelines, if not legislation itself, should mandate the creation and implementation of a Projects Management and Evaluation System Office for all medium and large scale ESEA projects. This office would have direct access to high level decision-makers and Parent Advisory Committees with all the necessary authority to ensure effective program implementation and continual internal evaluation.

Sixth, a public accounting for each Title I project's performance should be mandated by legislation, as now required in most Title III and all Title VII and VIII projects. An education program auditor would provide a public report on the project objectives, management and evaluation procedures, and the project's results. Subsequent year's funding would be contingent upon specific and objective evidence and actions taken to correct reported deficiencies, when such actions are considered appropriate by the local Board of Education, the Parent Advisory Committee, and the Title I State Coordinator. The education program auditor would be selected by the district based upon evidence of capability and integrity and approved by the State Title I Coordinator.

APPENDIX A

STATE COMPENSATORY PROGRAM "WORKS" IN MICHIGAN

The first results from Michigan's $22.5 million "accountability model" for compensatory education appear to dispute the contention that these programs can't succeed. Under the state-funded "comp ed" program, schools establish performance objectives, representing at least one grade level gain, for participating students. The program now reaches 112,000 elementary school children who rank in the bottom 16th percentile in math and reading in 67 school districts. In order for the school district to receive a full $200 per pupil grant in subsequent years, each student must achieve at least 75% of the specified objectives. John Porter, state superintendent of public instruction, describes the program as a "performance pact" with local districts: "We say to them, 'Here's the money. Use it in any way you want to make a difference in the lives of kids. If you can't make a difference, what do you need the money for?' "

Test scores from 36 of the 67 participating districts show that 93% of the students in only the math program achieved 75% or more of the objectives as did 73% of those in only the reading program and 63% of those in both programs. The scores also show that more than half of the students achieved a full grade level or better. Detroit, one of the 67 participating districts, is not included in these first results, but preliminary scores are somewhat comparable, indicating that "these students are showing improvement for the first time," Porter says. In addition, the "Chapter Three Program," as it is now known, is creating a "spin-off effect" on projects funded by Title I of the Elementary and Secondary Education Act (ESEA), and these results also "look encouraging," Porter says. He adds that he has been trying to convince the federal government to adopt Michigan's "comp ed" plan as a model of Title I "to face up to what's important."

Why does Michigan's compensatory education program appear to be successful whereas others have failed? Michigan has shifted the burden for succeeding from the student to the instructional program, Porter says: "We have told schools to spell out what they want to happen and have them held accountable for achieving it." In the past, he says, "we have just applied money" and then determined whether the child made any improvement on the basis of national norms. Although the reaction of educators to this program was "hostile" at first, Porter says, most teachers are now pleased by the flexibility and the financial and other support the program provides. And the administrators "are coming around to accepting the concept," he says.

Another key point is that money is being spent in a different way, says Charles Blaschke of Education Turnkey Systems, which has provided technical assistance to the state and the 67 school districts. Free to spend the money as they wished, the districts have used 34% on the average, for materials and equipment. In contrast, most Title I programs, following federal guidelines, usually devote 80% to 90% to additional staff salaries and less than 10% to materials, Blaschke says. "For the first time districts, given almost total program flexibility, have had the incentive to do what they, not others, feel works best," he says. "At this time, when the future of ESEA and Title I is uncertain, it would appear to be critical to find out what worked in Michigan and why. This model could have the most far-reaching implications for fundamental education reform in this century."

The Serrano school finance case is in court again, and the outcome of "Serrano II" could be even more significant than the original decision. In 1971, the California Supreme Court, overturning a lower court decision not to hear the case, ruled that state systems of school finance which link access to educational funds with local wealth are unconstitutional. The state supreme court then sent the case back to the lower court to decide on the claims involved. Now, in round two, a trial is in progress in the Los Angeles Superior Court on the facts of the case and the assumptions underlying it, i.e., do district expenditures really differ that greatly, and is the quality of a child's education directly related to its cost? David Long of the Lawyer's Committee for Civil Rights Under Law says that although the "cost-quality" issue has been brought up in courts before, this is the first time it has been the central issue of a case. "The new *Serrano* trial is a significant one to watch. It will be very important to see if the court, on the basis of inadequate research to date, will find contrary to the assumption on which school finance has been based for one hundred years—the more you spend for education, the better education you get."

The U.S. Supreme Court has agreed to review the Richmond metropolitan school desegregation case involving merger of city and surburban school districts. (See Education U.S.A., Jan. 17, 1972.) The court will probably hear the case in April or May, making it unlikely that any decision will come in time for the 1973–74 school year. The principle of urban-suburban merger has come up in several court cases, most notably, Detroit, where the full nine-member 6th U.S. Circuit Court of Appeals has agreed to rehear that case. A three-judge panel from the court had earlier upheld a lower court order to desegregate Detroit's schools by cross-district busing with the city's suburbs. Reargument of the Detroit suit, set for Feb. 8, temporarily sets aside the earlier order. Civil rights leaders, who were encouraged that the high court decided to hear the Richmond case, say the justices might ultimately decide to postpone that hearing and review both the Richmond and Detroit cases at the same time.

Results of the state's federally funded "comp ed" projects for fiscal 1972, just released by the U.S. Office of Education, show that students averaged gains of 1.3 months for every month of instruction in reading and math. Achievement was even higher in summer school programs, with students posting gains of 2.5 months per month of instruction in math and 2.8 in reading, and in extended school year programs, with 2.3 monthly gains in math and 1.6 in reading. The gains indicate, the report says, that Michigan students in projects funded by Title I of the Elementary and Secondary Education Act have begun to "narrow the gap" in "basic skills achievement." Earlier state officials released the first results of an apparently successful state-funded "comp ed" program which they said was creating a "spin-off effect" on projects funded by Title I since many students are in both programs. (See Education U.S.A., Dec. 18, 1972.) The Title I evaluation also shows that achievement varied according to the type of instruction, with small group and tutorial instruction producing the greatest gains. In addition, "combination types of instruction" produced "significantly greater" gains than "remedial type instruction."

The executive committee of the National Council of Urban Education Assns. (NCUEA) has censured its president for "her unauthorized manipulation" of the council's name. The president, Marge Beach of Oakland, Calif., announced last month that NCUEA, an NEA group, had joined with the American Federation of Teachers (AFT) in a coalition to promote an NEA–AFT merger. (See EDUCATION U.S.A., Dec. 18, 1972.) The NCUEA committee says it has an "interest in merger, but never authorized its president to enter into an alliance" with AFT. Meanwhile, AFT has declined NEA's invitation to join the Coalition of American Public Employes to avoid "creating a false substitute for true unity."

NAMES IN THE NEWS: *J. Stanley Pottinger*, director of HEW's Office for Civil Rights, has been nominated by the White House to be assistant attorney general for civil rights.

Appendix B

"Contracts" Produce Teacher Bonuses, Pupil Gains

A performance contracting project in Florida's Dade County Public Schools has produced achievement gains that are more than double the national norms. The project, which ran for four months last spring, will be continued at one school this year to confirm the spectacular results. However, some school officials have already declared the project a "success" while others, who are more cautious, say "the project appears to have the potential to be highly successful." State education officials in Michigan are already looking at the Date County model and may adopt it in a modified form.

Under the unusual Dade County project, a few faculty members at two elementary schools entered into a contract with the district. Their goal: to increase the reading and math achievement of disadvantaged students performing significantly under grade level. At one school the 180 participating students gained an average of 4.8 months in reading and 8 months in math, according to standardized tests, after 4 months of instruction. At the other school, the 180 students gained 11.3 months in reading and 7 months in math. Education Turnkey Systems, which helped develop the project, computed the cost of monthly gains in both subjects and found that it was lower, in five of six cases, than in the cost of instruction elsewhere in the county. Specifically, the costs were 68% lower in reading at both schools and 80% lower in math at one school and 22% at the other. The primary reason for the lower costs is that teachers increased class size to 35 to 45 students, says Charles Blaschke, president of Education Turnkey.

Dade County's performance contracting project has several unusual features. For example, the teachers and principals involved in the contract are paid incentives of up to $110 per pupil for increasing student achievement by 100% or more over the previous year. In both schools those involved shared the bonuses equally, earning $3,228 each in one school and $2,124 in the other. They are also given the option of using "risk capital" of up to $55 per student for equipment and teacher training. However, the teachers risk having to repay all or part of this money if students achieve less than 50% above expected gains. Last year teachers at one school had to return $600 because their fifth graders did not do well enough in math. Teachers were also given up to $55 per students to use for materials and operating costs in any way they saw fit. One school hired four aides on a half-day basis after increasing class size to 45 students. Both schools used student incentives. Cash "rewards" of no more than $1 a week per student were tried by one school, but small "gifts," such as books, toys and radios, had a better motivational effect, Herb Weinfeld, project director, says. The teachers also made extensive use of teaching machines, programmed learning and peer tutors.

The apparent success of the Dade County project, funded last year by about $50,000 in federal compensatory education funds, may raise some basic questions about "comp ed," Blaschke says. Specifically, the U.S. Office of Education (USOE) has stressed the comparability principle in recent years—calling for all classrooms in a district to have the same class size, materials, etc. Blaschke suggests that "one has to ask whether USOE and Congress are more interested in the comparability of resources, which too often stifle creativity, or are they serious about increasing the performance of minority children, regardless of how teachers organize the classroom."

Appendix C

An Address by Blair H. Curry and John M. Sweeney, Education Turnkey Systems, Inc.

(AASA Annual Conference, Atlantic City, N.J., Feb. 15, 1972)

In a session today of the annual conference of the American Association of School Administrators, Blair H. Curry and John M. Sweeney of Education Turnkey Systems, a Washington-based management support and analysis firm, revealed disturbing facts concerning current American educational spending priorities. Their eighteen-month-long analysis of the patterns of educational resource consumption revealed that in the typical American school only slightly more than half of all resources go directly into the classroom instruction process. Only about three-fourths of a classroom teacher's salary goes for this academic instruction—the remainder is absorbed by such duties as supervision of recess, lunch, and homeroom activities. For every dollar currently devoted to books and audiovisual software, ten dollars are spent for operating and maintaining the physical plant.

The analysis which produced these startling results shifts attention from the resources purchased for education (teachers, classroom, etc.) to the more relevant question of how these resources are consumed in educating our children. Basic to their analysis was the application of a large computer-based analytical model, the COST-ED Model, which was first discussed at last year's AASA Convention. Since that time this model has been validated in its application to more than 100 different instructional programs.

Other notable results of the analysis presented today included the fact that an increase in the *average* class size of about six-tenths of a student would allow an increase of more than eighty-five percent in the amount of audiovisual equipment available to each student. Similarly, a two percent reduction in the *average* teacher salary would free enough resources to increase the expenditures for books and audiovisual software by nearly 75%!

Mr. Curry, who is Director of Marketing for the Economic Analysis Division of Education Turnkey Systems, described as "primitive" the state-of-the-art in application of performance measures to cost-effectiveness evaluations. He stated that the application of the COST-ED computer model presents a detailed portrayal of where the education dollar goes. It is still the experienced educator who can best decide if the priorities thus displayed are proper and if economically feasible trade-offs between existing resources are educationally sound. "It is the judgment of these experienced administrators which must continue to guide the analytical tools available to them rather than be led down the primrose path of educational panaceas."

Mr. Curry illustrated his discussion with examples of the reports produced as part of a COST-ED analysis. Such a report is attached as Figure 1. This Economic Factor Ranking is the central working document for the decision-maker using this analysis. This report lists, in order of their influence on the total cost of education, those resources over which the administrator may exercise control. The column at the right shows a measure of the relative power of each listed resource to affect total costs. The factor which has the greatest impact on total costs (class size) is arbitrarily rated at 100; all other factors are rated relative to this scale. Thus changes in teacher salaries (rank #2) are only 95% as important to total costs as is class size (rank #1). The consumption per student-hour of books and audiovisual software (rank #21) are only 3% as important to total costs as is class size.

The Economic Factor Ranking portrays a number of educational resource tradeoffs for this typical school. Moving any factor from its initial value (center column) to the value on its left will save one percent of total costs; moving to the value on the right requires an additional cost of one percent. Thus any pair of offsetting moves creates an equal-cost "trade-off"—a different combination of resources that costs the same as the initial configuration. It is this factor ranking which produced the results noted earlier concerning the effect of a slightly increased *average* class size on the amount of audiovisual equipment available per student and the effect of a slight decrease in *average* teacher's salary on the amount of books and audiovisual software available per student.

Mr. Curry indicated that such results might prove useful in rationalizing collective bargaining processes that currently prevail in the public school community. Trade-offs such as that shown graphically in Figure 2 might move the discussion of such bargaining table issues as teacher pay and class size into the quantitative arena. Further, many issues which are currently approached as non-economic may also be quantified. "Perhaps the analysis of demands and counter demands will shed some rational light on these discussions and will lead to a situation where all participants speak a common language—that of an economic consideration of where the dollars for our children's education are going."

Mr. Sweeney, who is Director of Production for the same division of Education Turnkey Systems, listed a number of specific applications of this "accountability model." "The scope of these applications has ranged from the narrow area of simulating and estimating the current and future costs of performance contractors' instructional programs, to more general applications for improving the decision-making capabilities of administrators and school boards."

Mr. Sweeney listed some specific examples of school districts who are applying the COST-ED Model to their own problems. The model has been used in Arlington County, Virginia, Public Schools to examine spending priorities as well as to estimate how changes in their programs will affect their costs. The Taft, Texas, Independent School District is using COST-ED analysis to redesign its elementary reading program, a program which has been turnkeyed from a performance contractor's operation. The Michigan State Department of Education is planning to stimulate the costs of a variety of innovative programs which might result from the Michigan incentive-based compensatory education program. In the Prince William County, Virginia, Public Schools, the COST-ED Model is being used to evaluate the economic impact of year-round school operations—a path they are currently following on a pilot basis.

FIGURE 1—COST-ED ECONOMIC FACTOR RANKING EDUCATION TURNKEY SYSTEMS

Rank of 25	Data group	Cost factor and reference	Cost-factor value for change in cost-per-student year: 1-percent saving	Initial value	1-percent additional cost	Relative power
1	Instruction	Staff ratio, teacher	27.9358:1	27.3000:1	26.6925:1	100
2	Classroom teacher	Annual salary	$8,830.1758	$9,025.0000	$9,219.8203	95
3	Classroom	Peak use (percent)	93.1856	100.0000	106.8144	30
4	Do	Raw unit requirements (unit)	30.4779	33.0070	35.5351	27
5	Do	Unit acquisition cost	$18.9630	$20,6100	$22.2570	26
6	Student flow	Dropout rate (percent)	0.0631	1.0300	1.9799	22
7	Principal and staff	Annual salary	$28,700.0000	$3,1673.6992	$34,647.3945	22
8	Classroom	Useful life (years)	56.0187	50.0000	45.1495	21
9	Do	Overhead (percent)	54.6237	62.5450	70.4662	16
10	Do	Bond maturity (years)	17.1317	20.0000	22.8683	14
11	Do	Interest rate (percent)	5.4307	6.3400	7.2492	14
12	Instruction	Duty time ratio, teacher	0.1703	0.2005	0.2307	14
13	Classroom	Operating cost/unit-day	$0.0027	$0.0033	$0.0039	12
14	Classroom teacher	Fringe rate (percent)	6.3534	8.7000	11.0466	8
15	Classroom	Maintenance cost (year)	$0.0122	$0.0171	$0.0220	7
16	District administration staff.	Annual salary	$42,930.1797	$61,884.8398	$80,839.5000	7
17	Multipurpose room	Raw unit requirements (unit)	3,3389	5.8090	8.3971	5
18	Instruction	Other hour cost, total	$0.0104	$0.0199	$0.0294	4
19	Principal's area	Raw unit requirements (unit)	2.4830	5.0120	7.5410	4
20	Classroom furniture	Do	22.8972	59.0800	95.4628	3
21	Instruction	Bk-average hour cost, total	$0.0023	$0.0118	$0.0213	3
22	Instructional equipment	Raw unit requirements (unit)	2.5948	18.9900	35.3851	2
23	Kitchen	Do	Low	2.2670	4.7960	2
24	Do	Useful life (years)	High	50.0000	15.4312	1
25	District administration area.	Raw unit requirements (unit)	Low	2.1500	6.7519	1

Equal Cost Trade-Off

of

Books and Audiovisual Software Expenditures

vs.

Teacher Average Annual Salary

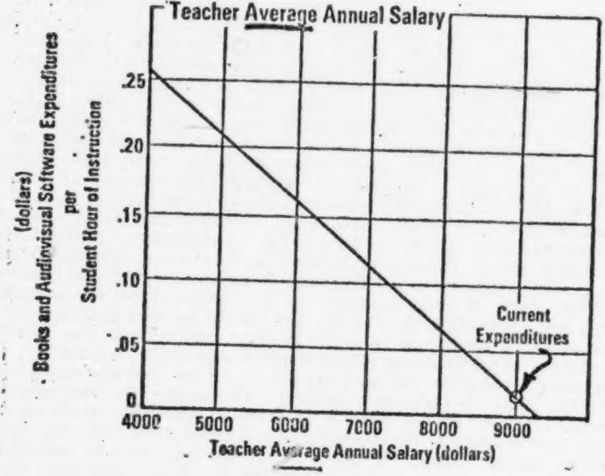


FIGURE 2

APPENDIX D

SUMMARY OF WOODLAND PROJECT

Under the Guaranteed Learning Achievement Act of 1971, state of California, four districts were awarded one year grants to test the feasibility of performance contracting. One of the districts, Woodland Unified, has established a unique plan for guaranteeing the increase in reading for an entire elementary school. Rather than contract with a private firm for an instructional system, the school, Whitehead Elementary, has proposed to "do it themselves". In order to do this, the school had to be incorporated and bonded as a non-profit institution in the state of California. To our knowledge, this is the first time that an entire school, faculty and staff, have incorporated for the purpose of contracting with the school board for a performance contract.

The school has agreed to increase the total school reading level by 25% over the historical growth patterns. The decision to have the incentive payment made to the total school rather than to individual teachers is the decision of the staff. The net result of this action has been a cohesive reading plan whereby all the teachers are sharing and working together for the benefit of all the children. The usual tendency for each teacher to view her class as a separate entity has been negated.

The board rationale for the project is based on the concept of participatory management and professional self governance where faculties design and implement programs which they feel will work best; a profit-sharing rationale where the faculties who are successful share in the "earnings" which the school district as a whole would normally receive. In order to ensure success of the reading program, the Whitehead Professional Group has contracted with a group from Stanford University to assist in diagnosing and prescribing individual reading programs. The Whitehead Group has also contracted with Education Turnkey Systems, Inc. to provide management assistance in identifying cost-saving possibilities for future programs.

APPENDIX E

PERFORMANCE CONTRACTING: A CATALYST FOR CHANGE—SUMMARY OF REMARKS MADE BEFORE THE AASA ANNUAL CONVENTION BY CHARLES L. BALSCHKE, PRESIDENT, EDUCATION TURNKEY SYSTEMS, WASHINGTON, D.C.

Contary to recent headlines proclaiming the failure of performance contracting, Charles Blaschke, President of Education Turnkey Systems, the Washington-based Management Support Group which has been involved in planning over half of all such projects across the country, stated that "the success or failure of performance contracting must be judged from a broad perspective taking into account the criteria and reactions of school officials who have applied the concept over the last two years." Acknowledging the O.E.O. Report which recently stated that experimental schools run by performance contractors did not do significantly better "educationally" (.5 grade better) than control schools, Blaschke reiterated the criteria by which the concept should be judged as was mentioned in his speech before this conference last year: "The performance contract turnkey approach offers a low-risk, low-cost vehicle for school systems to experiment; a politically palatable and educationally effective means to desegregate or to provide the new concept of equity of results in the communities where the neighborhoods school concept is strong; a means for rationalizing collective bargaining between school boards and unions; a means to involve the community in policy planning and operations; a means to reduce the costs of education in areas such as math and reading and vocational training; and a means to humanize the classroom."

Giving due credit to O.E.O. for conducting the experiment, Blaschke stated, "No other agency had the flexibility to implement the $5–7 million project in a period of three months or so, especially in light of the six months of planning and lead time usually required for developing one performance contract project."

Even though the six firms signed contracts to install and implement programs in a period of two months or less, few contractors' programs were operational before November or December. "This criticism was made", he noted, "by the NEA and the 18 project directors' report to O.E.O., which dealt with this startup problem."

"While the preliminary results were disappointing", he noted, "equally disappointing was the manner by which O.E.O. reported them. Across-all-sites comparisons between experimental and control grades are not the interesting, nor consistent with original O.E.O. project objectives. During the Press Conference when probed by the press, O.E.O. officials did state that experimental-control comparisons by grade levels in small to medium-sized South and Southwestern schools indicated about five statistically significant successes for every one failure with a number of non-significant differences." Blaschke attributed some of this success to the firm-school interface, administrative flexibility and less unionized nature of these schools compared to Northeastern and Western schools where control grades did significantly better than experimental grades, and much better than student performance had previously been. "Such increases, especially at the junior high levels, might have been attributed to greater teacher inspiration induced by the contractor or by less than optimal pre-test conditions, which were noted in the O.E.O. Report," he noted.

"In order to properly analyze the effect of performance contracting," Blaschke emphasized, "one has to separate performance contracting as a technique for conducting an experiment from its use as a means of allowing six firms to test six different instructional systems. Where firms did badly, no payments were made; where they succeeded the firms got rewarded as they should have," he remarked. He expressed hope that subsequent reports from O.E.O. would allow decision-makers to decide the merits of the particular types of instructional systems used in each site which did in fact succeed.

Noting the recent Rand Corporation Study, which concluded that performance contracting did "facilitate radical change", Blaschke reiterated the nature of performance contracting as a change agent rather than an end in itself: "While the criteria for evaluating instructional systems used by performance contractors in the O.E.O. experiment . . . namely, achievement results . . . were evidently not that good, the criteria for judging performance contracting according to other criteria on the local level appeared to be very different:" He referred to a survey conducted by *Education U.S.A.* last week, indicating "that at least five school districts are continuing, with their own money, some of the innovations introduced by the contractor."

Even though performance contractors' programs in many cases were not significantly better than control programs," he stated, "one-third of the performance contractors' programs cost less on a student-year basis than existing programs, which might have been one of the reasons school districts decided to adopt them on a turnkey basis." Blaschke did urge caution, however, that "unless school districts are willing to bite the bullet, the potential cost-reducing impact of performance contracting in areas such as math and reading, will not be achieved due to internal teacher resistance and lackadaisical management." However, he noted that, "Performance contractors spent significantly less in teacher pay with an increase of approximately 2,000% in books and audiovisual materials compared to typical schools. Attempts to innovate by increasing class size and using para-professionals in lieu of certified teachers in performing certain administrative functions will be a difficult idea to sell."

Viewing the future, Blaschke stated, "performance contracting in its original form (i.e. where private firms take over an entire school or classroom and manage it independently) was designed to put itself out of business over time, as schools adopted the instructional and management techniques on a turnkey basis. The first generation of performance contracts have generated creative hybrid versions, which are now being applied across the country . . . over 100, according to *Education U.S.A.*" A bold effort is being conducted in the State of Michigan, where the State Department has contracted with 69 school districts for $23 million to raise students approximately a grade level, for $200 per student. If the students don't achieve, the school district's portion in following years will be reduced proportionally. In Dade County, Florida, teacher faculties are under incentive contracts to increase performance of disadvantaged students by over 100% in math and reading, in which case a teacher can earn a bonus up to $5,000. In addition, the individual teachers are provided $55 per student for operating costs, an additional $55 for investment purposes, which they risk having to turn back if students don't achieve about 50% above the expected gain. Teachers have increased class size dramatically, turned to programmed learning materials and teaching machines, and are using student incentives extensively.

"What is happening appears to be a blending of the concept of accountability and professional self-governance among aggressive, risk-taking teacher faculties across the country. What might have beeen perceived as a major threat to teachers may really have been the greatest boon for the profession in the last decade", Blaschke noted. "In the end", he summarized, "performance contracting in its first generation or hybrid stages will prevail if it meets the political, social, economic and educational criteria of decisionmakers at the local level. Policy makers must take this into account, in attempting to come up with solutions which will institutionalize fundamental renewal for public school systems."

SCHOOL-FIRM INTERFACE IMPACT UPON RESULTS

Site	(+) E	(−) C	Teacher resistance (1)	Management conflicts (2)	Poor pretest (poor test conditions) (3)	Threat of prime and subcontract termination (4)
Dallas	6	0			X	
Jacksonville	6	0		X	X	
Athens	4	0		X	X	
Selmar	4	1				
Anchorage	2	0	X	X		
Taft	2	1				
Rockland	1	[1] 5				
McComb	0	[1] 2				
Seattle	0	9	X	X	X	
Portland	1	6		X	X	
Philadelphia	0	5	[2] X	X	X	X
Hammond	1	5	[2] X		X	X
Las Vegas	1	5			X	X
Fresno	1	5		X	X	
Bronx	0	3	[2] X	X	X	X
Grand Rapids	1	3	X		X	X
Hartford	0	2	[2] X	X	X	X
Wichita	1	2	X		X	X

[1] Before adjustments for mismatch of control schools which were 1-0 to 1-5 grades higher than experimental on pretests.

[2] Actual teacher strike.

The preceding table displays the interface variables at project sites which were not necessarily taken into consideration by O.E.O. or Battelle in their evaluation of the O.E.O. Performance Contracting Project. Substantial evidence exists at the O.E.O. Project Office, School Site Project Offices, Sub-Contractor Offices, and in the Project Documentation System to verify the existence of these conditions. Anyone undertaking a review of these conditions will be required to not only determine their severity but to also assess the degree to which each condition may have contributed to the evaluation findings as reported by Battelle and O.E.O. The accuracy of any evaluation is only as good as the quality of the data considered and the particular bias of the analysts, especially in light of the political ramifications of this project.

All of the above problems which occurred for the most part during the first four months of the project had a lasting impact on the project, the attitude of those affected towards it, and the final results of the experimental and control schools student performance.

DEFINITIONS

Column 1: Teacher Resistance—includes non-acceptance by teacher organizations at sites (e.g., strikes, grievances filed, lawsuits, etc.) within project schools, and by key individuals (principals, teachers, administrators) operating within the framework of each control and experimental school.

Column 2: Management Conflicts—includes serious personality conflicts between representation of the firm and school officials such as the project director or principal; turnovers of management personnel because of interpersonal relations or incompetence.

Column 3: Poor Testing Conditions—reflects the poor pre-test conditions (usually resulting from short lead time and inadequate planning and scheduling) as stated in the Battelle Evaluation Report by the Battelle Memorial Institute people who administered the tests.

Column 4: Threats of Contract Termination or Major Renegotiations—includes formal threats of contract terminations from O.E.O. to School Districts and educational firms, from School Districts to educational firms, and from educational firms to School Districts as a result of firm-school problems and non-compliance.

Column "E": The number of experimental grades in which experimental students did better than control grades based upon the Battelle analysis.

Column "C": The number of control grades in which control students did better than experimental grades based upon the Battelle analysis.

Mr. BLASCHKE. Very briefly I would like to say that I do believe that the ESEA legislation can work if local schools develop a strong management capability, if incentives are provided in a way to encourage the effective use of proven technique; if decisionmaking is delegated often to even a classroom level; and if various accountability techniques are built in to assure that program objectives are met.

I am very much concerned that the apparent budget cuts which have been proposed are going to continue to result in the departure of the very people in our public schools who could be responsible for the necessary reforms. Many good projects are in jeopardy and, probably most importantly, education is probably at an all-time low in morale. I can't see leadership coming from any other body than perhaps this Congress.

In order to make my case, I would like to summarize some unique characteristics of extremely successful projects. We have been involved in all three of them.

First, in 1971 the Michigan Legislature appropriated $23 million in its section III project. This particular project provided several interesting and somewhat revolutionary characteristics. First, $200 was allocated on an incentive basis by the State Department to each district for every student who fell below the 16 percentile in math or reading. Second, very few strings were attached regarding how the money should be spent. In many cases, such as in Detroit, the money allocated to the central office was delegated in proportionate amounts to the regional offices and then, in turn, to each individual building. An education fair was held and individual faculties decided what learning systems they wanted to use, what they felt worked best.

The results, I think, speak for themselves. In the accountability model involving 112,000 students in 66 districts the results in 36 of the 66 indicate that 93 percent, 73 percent, and 63 percent of students individually achieved their objectives in math alone, reading alone, or math and reading combined. The entire statewide compensatory education program, involving many of these 112,000 students, plus an additional 20,000 or so students, indicated that students in Michigan last year gained above 1.3 gain throughout the State, approximately 100 above the national average for ESEA title I.

Dr. Porter, I am sure, will go into some of the reasons why he believes the program was successful.

I mention several observations. First, incentives were provided. Yet decisionmaking was delegated to the building level. It is interesting to note that in many cases individual teachers were responsible for deciding how to spend the $200. What did they spend it on?—approximately 35 percent on new learning materials and equipment, and only 59 percent on additional staff, remedial staff, et cetera. This compares to approximately 8 or 10 percent for materials in most title I programs and 80 to 90 percent on staff and salaries.

I also believe that the specific learning system used was not nearly as important as how effectively the teachers were trained, the role of the principal in following up, and whether the teachers used the new learning systems in accordance with the guidelines in the manual.

The second project I referred to can be better described by one of the members of the committee, Congressman William Lehman, who, until his recent election, was president of the School Board in Dade County, Fla., and was very instrumental in initiating this project.

Basically, the title I faculties were asked to submit proposals in accordance with the following conditions:

For every title I student, it could spend $55, no strings attached, for operating costs.

In addition, if desired, $55 was available to spend on any risk capital investment, e.g., training which is considered an investment, or the purchase of nonconsumable materials.

In addition, for every student who achieves 100 percent above expected gain, averaged by grades, the teachers would be provided a $100 bonus.

I think here it is interesting to note what the individual faculty chose to do. First, they chose to increase class size from approximately 25 or 30 students to one teacher to up to 35 to 45. Second, they decided to use teaching machine, programed learning-based, instructional systems. Third, instead of using paraprofessionals, peer tutors were used.

The results indicate that during the first phase of this 2-year project students averaged by grade level between 50 and 300 percent above normal expectations.

Why success here? First, the individual teacher associations worked with us over a period of 11 months—at least the first 4 months—in developing the policy specifications outlining the nature of the program. Second, the administrators worked closely with the faculties in participatory management process. Third, accountability worked both ways in this contract project. The school administration had to meet certain contractual obligations such as providing to the teachers 24-hour maintenance on equipment or insuring the validity of tests that were being used.

The third project which I will only briefly summarize occurred in Grand Rapids, Mich., where a performance contractor under incentives based upon student and other performance requirements developed and validated an instructional program to be used with educable mentally retarded students. One hundred and fifty students with an average I.Q. of 59, all of whom showed at least slight brain damage, achieved over 1 month's gain for every month in the program last year.

Preliminary results this year indicate the students are doing equally well and in math about twice as well.

While each of these programs differ somewhat, I think there are some very common threads. I think there are some serious implications here for ESEA. Let me make the point that ESEA can work. I think that it can work much easier and much more effectively if some modifications are made.

First, policy was determined at the highest levels, either the Federal or the State or the district board of education decisionmaking as to how to do the job was left up to the people at the classroom or school building level. Second, in all of these projects, some sort of incentive structure existed or, at the least, many of the disincentives which stiffle creativity were removed. Third, several accountability techniques were used.

Each project director in over 70 of these projects was trained in project management—how to manage a special project. An operations manual was developed for him and used by him to assist in program implementation. Program audits were conducted to assure a public accounting of the project in most of these projects.

Last, and I mention this because of the reality rather than any prejudice, it is interesting to note that in all of these projects very little, if any at all, Federal direct involvement occurred. First, in far too many instances, Federally designed projects often use criteria for evaluation which differ significantly from those used in reality at the local level. In other instances, evaluation designs, and I mention specifically the OEO contract performance experiments, are not flexible enough to take into account the dynamic nature of school system operation and the political, social, and economic milieu in which decisions have to be made.

Second, in many cases the U.S. Office of Education, particularly, does not have the legislative flexibility to implement a field experiment. Results prematurely released yesterday on an incentives program indicated that the project was not officially funded until it was half-complete and that the people to be involved in the incentive contracts did not sign their contracts until the project was over in some cases.

Third, in many cases, USOE officials and other Federal administrators in charge of these experiments are tied into a system which forces them to confuse rather than clarify many issues and, when in doubt, they are rather proscriptive about the flexibility as to what a local person can do.

SPECIFIC IMPLICATIONS FOR ESEA

First, these results indicate to me that we have a capability today to not only provide for equal education opportunities, Mr. Chairman, but also equity in terms of results—a guaranteed level of performance for each student in basic skills. Aware of the fact that Title I provides for services other than cognitive skills, I am confident, in this area of math and reading, a number of new and redesigned learning systems can produce results if staff are trained and encouraged to use them effectively.

What is needed is the will to accept this challenge of the 1970's reflected in legislative intent.

Second, school districts and staff must be provided incentives to search the marketplace for what works best to increase student performance. Incentives should be based upon student performance as well as processes objectives, such as "Did the teacher use the materials in accordance with the suggested procedure?" The criteria and nature of the incentives should be developed through a participatory management process involving teacher and administrative personnel.

Incentives could take the form of dollar bonuses to faculties collectively, free time, staff promotions, consultant arrangements, and so forth.

Third, incentives would be unfair without some subsidiary scheme which takes into account the inequitable distribution of needs, finances, and capacities which range considerably from district to district across this country. Strong financial support is needed to start up programs and train staff, gain support and credibility of parents, to overcome fatalistic attitudes too often prevalent among teachers, and to reach and then motivate children who exist in a quagmire of poverty.

Fourth, incentives based upon student performance and other factors, combined with equitable subsidies based on needs, would be ineffective and even punitive without decentralizing decisionmaking authority, even to the building or classroom level, regarding instructional program selection and design. While those closest to the problem often have a better perception of the problem and feasible solution, their direct involvement in the decisionmaking process will, in itself, insure not only professional self-governance, but also some accountability.

ESEA title I "comparability" guidelines and their interpretations by State and district personnel often stifle creativity, promote inefficiency of program implementation, and consume limited administrative time and effort at the expense of monitoring programs with student performance in mind. Had not special waivers been granted in several of the above projects, ESEA title I guidelines would have been violated. The issue of "supplanting" should be concerned more with total actual or imputed resources targeted to a student than with equality of inputs or design features such as pupil-teacher ratio, maximum percentage allowances for material expenditures, et cetera. Comparability and flexibility must coexist in a compatible manner.

Fifth, in order to correct a major deficiency in the vast majority of ESEA title I and title III projects, legislation, itself, should mandate the creation and implementation of project management and evaluation systems in all large-scale ESEA projects. This office would have direct access to high level decisionmakers and parent advisory committees with all the necessary authority to insure effective program implementation and continual internal evaluation.

Sixth, a public accounting for each title I project's performance should be mandated by legislation, as now required in most title III and all title VII and VIII projects. An education program auditor would provide a public report on the project objectives, management and evaluation procedures, and the project's results. Subsequent year's funding would be contingent upon specific and objective evidence and actions taken to correct reported deficiencies, when such actions are considered appropriate by the local board of education, the parent advisory committee, and the title I State coordinator. The education program auditor would be selected by the district based upon evidence of capability and integrity and approved by the State title I coordinator.

CLOSING COMMENT

In closing, I would like to make several comments regarding why some of the recommendations previously slated are timely for careful consideration at present.

First, the incorporation of accountability techniques into ESEA during its inception could not have been a top priority, even if it were a major concern. The logistics of implementation were of primary concern. Moreover, in that unique American experiment, the political process demanded time to iron out conceptual differences and such as the issue of categorical versus general aid; protocol and politics of Federal versus State relations; and the resolution of the traditionalists versus change advocacy positions. Without doubt, uncertainty and ambiguity certainly affected program effectiveness at the classroom and district level. Hence, only in the last 2 to 3 years has there been an opportunity to demonstrate feasible and effective alternative means of administration and program implementation of ESEA. In short, the education establishment and those Members of the Congress sincerely concerned about the present crisis in education, should fight for what has proven to be successful, yet be willing to consider alternatives that offer promise.

Second, during the last year or so it is becoming fashionable to prove that nothing in education works. Certain Federal agencies in some instances have gone out of their way to demonstrate that certain techniques and concepts do not work, when in fact, the failure was not that extensive or resulted from ill conceived and implemented projects. Academicians hiding behind the cloak of academia have said that education reform has failed, using data gathered and analyzed prior to passage of ESEA to "prove" their point. This administration which spent 4 years counseling and considering alternatives in seeking a just and honorable peace in a war in another country, appears to be willing to declare peace on any conditions on the war on poverty and ignorance without any recognition or serious analyses of success being accomplished.

An last, while the "statistics" argued by the administration will be fighting those supported by the Congress over the next 6 months, I would hope that those who purport to be the fountain of public policy for education, would keep uppermost in their minds the impact of their action on those individual children across this country. Or as the first grader in Grand Rapids, Mich., replied when asked what would happen if the incentives project were discontinued: "I'd go home and cry."

Thank you for this opportunity. I would be pleased to appear before you or meet with committee staffs as the hearings progress regarding specific concerns which might arise.

Chairman PERKINS. Let me thank you for an outstanding statement. I agree with you that during the last few years it has been fashionable to say that nothing works in education. We have a tendency to discard programs that have worked without providing the opportunity to show that they can work better before trying new approaches.

Now you stated that to improve title I, the policy decisions should be made at the school board level, but that the action program decisions should be made at the local level. Could you give examples of just what you mean?

Mr. BLASCHKE. I can give several. For example, the State Department of Education in Michigan basically said this: "We want children to achieve a grade level or at least 75 percent of their predetermined objectives. Here is $200 to do it. You decided the best way you feel to do the job."

In many cases the money was given to the school district, who in turn allocated the funds with similar flexibility frequently to the school building and the teacher and the faculty decided on the specific materials, program design that they felt would work best. I think that too often in ESEA as well as in other programs, boards of education become rather prescriptive in terms of not only "this is what ought to be done," but "this is the way to do it," sometimes inadvertently prompted by many guidelines that come in various types of programs.

Chairman **Perkins**. Would that mean that the principal could hire additional staff if he wanted to?

Mr. **Blaschke**. This is certainly a real problem. One of the areas of conflict is usually that in big city schools about 85 percent of the management discretion of any administrator or principal is determined when the teacher union contract is signed. His flexibility is certainly narrowed when he has to work under this high-level constraining activity. In certain cases in Michigan the individual building was allowed to bring on additional aides, community workers, et cetera.

Chairman **Perkins**. Now, in connection with the funding, you are aware that the funds are made available according to the census and AFDC data—aid for dependent children. Do you have any suggestions regarding the use of more accurate data insofar as receiving funds is concerned?

Mr. **Blaschke**. Mr. Chairman, this is not an area in which I am an expert. It would really be an opinion. I have not had a chance to study this.

Chairman **Perkins**. Do you have any recommendations for improving the type of compensatory education provided with these funds? Should the law require that at least $300 be spent on each pupil or that most of the funds be used to improve reading and math skills? Do you have any notion along that line?

Mr. **Blaschke**. As I said earlier, I am very cognizant that other than math, reading should be a priority service provided by ESEA. I think those areas, however, are the ones in which we can measure performance with much better ability than in others. I think some sort of incentive plus subsidy scheme in those areas would be very appropriate; however, not at the expense of other services which are as essential but don't lend themselves to objectivity in terms of evaluation.

Chairman **Perkins**. Mr. Lehman.

Mr. **Lehman**. Thank you very much.

I am sorry I was a few minutes late. I think we are going to have to apply these divisions of monies to these people to bring equal educational opportunities to all. What you are talking about to me is an incentive plan, in fact, a profit motive. In a way a profit motive is about as American as apple pie. I think that this, of course, leads to accountability and that is a kind of bad word, as I said yesterday, in many areas. But the facts of life, the way I look at it, over the next decade are that the funds in this country, the public revenues are going to gravitate to those areas that show the most productivity and the most accountability for what the public is spending their money for.

If education can do that, education is almost going to be by default the recipient of its fair share of more of the public funding. Now I think that we are going to have to accept some form of accountability, some form of incentives, some form of high-type performance in the public sector in the Federal funding of education in order to continue public support.

I don't think that incentives should only give a teacher a flat $1,000 a year all in all, or whatever it is, just to have the student in the classroom for 1 year, but to pay them that "plus" to raise that classroom 1-year level in reading and in math, whatever they are trying to do. I think it is just as simple as trying to run any other kind of business that the proper line is the profit line and performance line.

You are going to be paid off in dividends on the way you perform. This is the way you are going to have to direct this whole thing. It must be made to work in relation to the people you are hiring.

I have been in the automobile business and I know no commission plan works for a salesman unless you involve the salesman in that commission plan. That is what you are trying to do. If you are involved in an incentive plan for teachers in this kind of work, you have to involve the employees, involve a teacher group that works with you and not against you in making a success of this plan.

I believe that it may not be a total resolution of all the problems of education, but I think it does involve itself with a breakthrough of just continual application of the methods that we have been trying. I know that we did make it work in Dade County. We had the enthusiasm of the faculty. In other areas when you become involved in rigidity and politics and disinterested or counterproductive activities of faculty and bureaucracy, then it will blow sky high. To me it is tied in with fair accountability, foresight, and I think the thing can be made to work. To me it is the best way out.

Mr. Blaschke. I would agree with you in terms of incentives. I think it is important though for teachers and administrators to be able to determine what sort of incentives they want. In many parts of our country this is not the answer as we have found out. But there are other ways, other contingencies by which to motivate people. What we have to do is find out what the low probability behavior is and reward it with a high level one.

Mr. Lehman. I have been in the room and watched these students take these standardized tests. They just go down the line checking these multiple choice answers, completely disinterested.

Thank you.

Chairman Perkins. Thank you very much.

Mr. Radcliffe. Somebody has said that they have never heard of a reading experiment which failed, which would imply that if there were enough resources, enough interest, enough able people working on it, you could make it succeed. Do you find anything in the three programs you have outlined that you feel could be replicated, that would work and could be replicated in every school district in the country? I think that perhaps our failure to replicate success is the problem.

Mr. Blaschke. Yes, it is. There are politics, real and imagined constraints and other problems in doing this. There exists a cadre of capable people who can train teachers and other staff to effectively design and implement programs, but they are limited. Many of them are getting out of education today because of "cuts."

Second, to mention a specific case in point, the question is not one of replicating a program, but replicating it in a very effective and efficient manner. In Dade County we are planning a replication in addition, depending on interim results of these programs. Interestingly, because of the increasing class size, the programs are very cost effective in the sense that the cost per month of these programs is less than the cost per month in the regular title I program even if you take all the equipment, the teacher bonuses ($3,000), and amortize them as cost in 1-year. The problem is that in certain school districts you are told you have to spend $300 per pupil when, in fact, the difference between the actual cost of replication which may be a $100 and $300 is often wasted. It may be better to increase the number of kids served. You do get these State interpretations of guidelines that do constrain you.

Mr. RADCLIFFE. One final question. You, of course, use an incentive of one type or another in all of these programs. Does there come a time in your judgment when we know how to teach reading, we know how to teach math successfully to all of the students and we, therefore, would not need special incentives because we would be paying people to do these jobs that they know how to do, or do we continue forever with some sort of incentive plan?

Mr. BLASCHKE. If you use the word "incentive" as very narrowing perceived as opposed to motivating techniques, then I would say that an incentive is in many cases for especially disadvantaged, deficient students, essential to get them interested, "to tune them in" to a program. It is hoped after a while you move from this extrinsic reward to an intrinsic reward, which is "learning for the sake of learning."

I think it is the purpose of school management to continually find some sort of incentive, broadly defined under the capsule of motivation, to tend to perpetuate even a Hawthorne effect throughout the school system.

So, in a sense there are limitations to incentives narrowly defined, but I think there has to be a continual search to find ways to motivate staff to increase student performance.

Mr. RADCLIFFE. Thank you, Mr. Chairman.

Chairman PERKINS. Thank you very much. You have been very helpful to the committee, Mr. Blaschke. We appreciate your coming here and especially your accommodating us this early in the morning since we have a caucus today.

Our next witness is Dr. John W. Porter, superintendent of public instruction, State of Michigan. Come around, Dr. Porter. We are delighted to welcome you here this morning. We will let one of our outstanding colleagues in the Congress and one of the great friends of education in America, the Honorable Bill Ford, introduce you here this morning.

Mr. Ford.

Mr. FORD. Thank you very much, Mr. Chairman.

I deem it a pleasure and privilege to introduce to the committee this morning Dr. John Porter from Michigan, who has been very cooperative with all of the members of the Congress from Michigan in keeping us informed as to how the Federal Government's involvement in education works in Michigan and the problems that it creates and the problems that it solves.

We are proud in Michigan that Dr. Porter ranks as one of the best in his level of education in the country. He has demonstrated to

Mr. O'Hara, and to Mr. Esch and me over and over again a willingness to sit down with us and educate us as to the needs of the State of Michigan in education and to the ways in which Federal legislation might be improved to meet those needs.

John, it is very nice to have you here this morning.

Dr. PORTER. Thank you.

Chairman PERKINS. I am sure Dr. Porter knows that Michigan's interests are well represented here by Bill Ford and the other gentlemen from Michigan on this committee.

Mr. Bell.

Mr. BELL. Mr. Chairman, I have a question of procedure that I would like to discuss for a minute with you.

Chairman PERKINS. Go ahead.

Mr. BELL. This is a question concerning the rules of the committee. That is, that witnesses will deliver to the committee or subcommittee before the hearing, 24 hours in advance, statements that they are going to make for the committee hearing. Since these committee hearings have started I have not received any statements in advance. I would like the chairman to state, if he would, that this will be the policy of the committee and of the subcommittee from here on out, that we will get statements 24 hours in advance or else we won't have the committee hearing. I think that is vital.

Mr. Chairman, if I may further elaborate, I think it is somewhat like a lawyer going to court and getting his brief when the witness is on the stand before him. I think it does little good to get the statement on the very minute when the witness is to testify. I would like to have you make a statement that this will be the policy of the subcommittee.

Chairman PERKINS. Let me say to my distinguished colleague that this will be the policy of this subcommittee commencing Monday, unless there is a hardship involved where an exception could then be made.

Let me further state to my distinguished colleague that, as he knows, the committee is not fully organized at this time and this is the reason we have not been closely abiding by the rules. Commencing Monday, we will try to adhere strictly to the rules. There will probably be some exceptions, of course.

Mr. BELL. I appreciate, Mr. Chairman, there will be exceptions. I thank you very much that from here on out witnesses must have their statements in 24 hours before the hearing or else we don't hear them.

Mr. FORD. Mr. Chairman, since the 93d Congress has started off in such an amiable atmosphere, I would like to tell the gentleman from California that during the 92d Congress the administration witnesses violated this rule 100 percent of the times that they appeared before us. So, when they come up, out of the spirit of friendliness, I will ask unanimous consent that the rule be waived so that we can get their testimony.

Mr. BELL. I appreciate the gentleman's comment. I completely agree. I want this rule to apply to the administration as well as to any other group. I think all witnesses violated that in the 92d Congress. I think we ought to really hold to it firmly, Mr. Chairman, because this to me does not make any sense unless we do it in this fashion. You can't question somebody unless you have had a chance to read and digest his statement in advance.

Chairman PERKINS. Thank you very much, Mr. Bell.

Dr. Porter, you may proceed.

Mr. LEHMAN. I think the main thing we have shown in this committee is that we at least got the show on the road in some fashion. Some other committees have not been organized yet. Even though there are certain defects in getting out information 24 hours ahead of time, we really have the thing organized and in a sense we have the show on the road when other committees have not yet organized.

Mr. BELL. I certainly join in complimenting the chairman on this. I think he has done an excellent job in getting the show on the road, but this is a very important segment of that job.

Chairman PERKINS. Go ahead, Dr. Porter.

STATEMENT OF JOHN W. PORTER, SUPERINTENDENT OF PUBLIC INSTRUCTION, STATE OF MICHIGAN

Dr. PORTER. Indeed it is a privilege for me to be here to present to you information on Michigan's State-funded programs for compensatory education. I don't intend to read the statement. I hope to just take 10 minutes to summarize it.

Chairman PERKINS. Without objection, your prepared statement will be inserted in the record and your summary remarks will follow.

Doctor, thank you very much.

[Statement follows:]

STATEMENT OF DR. JOHN W. PORTER, SUPERINTENDENT OF PUBLIC INSTRUCTION STATE OF MICHIGAN

Mr. Chairman, Ladies and Gentlemen of the Committee, and Distinguished Guests:

I am pleased to have the opportunity to share with the Committee information about Michigan's state-funded program of compensatory education which is based on a six-step accountability process recently adopted by our State Board of Education. Michigan's compensatory education program, in its initial stages of development and implementation, was opposed by many in the educational community. This opposition arose, I believe, because the legislation included a provision that continuing funding would not be forthcoming unless there was a demonstrated gain in student performance. However, the degree of acceptance or rejection of this program by the educational community is not really the question before this Committee. Consequently, I would prefer to spend my allotted time in reviewing with the Committee the basic assumptions or rationale behind the program, the program's methodology, and—to the extent possible—the degree of success achieved by the program.

Most of us in Michigan believe—and I think this belief is shared by the Governor, the Legislature, and most certainly by the State Board of Education—that children can and must acquire the basic educational tools needed to function more adequately with American society, regardless of their race, ethnic origin, geographical location, or the socio-economic status of their family. Based on this belief, the first decision made was to eliminate measures of socio-economic status as indices of need in determining the allocation of compensatory education funds.

The second fundamental decision made in our state was to declare that those children who demonstrate that they have deficiencies in the basic cognitive skills would be the children eligible for such a program. The determination of basic skills deficiencies would be based upon the prior identification of specific performance objectives—the mastery of which was deemed essential to school success. I want to emphasize this point because it is, in my opinion, a significant turning point in the delivery of public elementary and secondary education programs. While many programs, such as Title I, are predicated upon meeting the needs of students, these same programs quite often have a basic flaw; namely, what is to be accomplished is not identified in advance of the delivery of the service. The Michigan program demands articulation of what is to be accomplished. This serves to create an incentive among school districts to modify old methods of instruction in order to come up with new and different means to respond successfully to the identified needs of children. In effect, we think the program encourages diversity of means while working toward common and well-articulated ends.

A third and related decision was that, while student performance objectives would be determined in advance of a district's receiving any compensatory education funds, the funding criteria would not include the requirement that a particular educational delivery system or method of instruction be employed. A local educational agency receiving compensatory education funds would be free to select and to use any delivery system it deemed appropriate to eliminating the basic skills deficiencies of its pupils.

A fourth decision was to provide a local educational agency with a specified amount of money for each eligible pupil participating in the program. The observance of this principle permits a district to demonstrate that additional monies—over and above the basic allowance—can make a difference in student performance and, of course, also holds the district accountable for student performance as a condition of receiving the monies. This is a fundamental difference between the method of allocating Title I funds and the method of allocation used in our state porgram. Under the existing Title I program, funds are allocated without the requirement that a difference in student learning be demonstrated. However, it should be noted that the utilization of Title I funds in local school districts has already been influenced by the accountability elements of the sttae-funded compensatory education program and there has been a consequent improvement in the effectiveness of Title I programs. This might be viewed as a positive "spin off" effect of our state program.

Fifth, we decided early that a compensatory education program should be administered within the context of the State Board's six-step accountability process. In other words, we held that the compensatory education program should be able to demonstrate measurable growth based upon either standardized norm-referenced or criterion-referenced tests. In this respect, the statewide fourth and seventh grade assessment results in Michigan will be examined to see if students in compensatory education programs have begun to close the gap between their achievement levels and those of students in other programs.

We don't believe that comparison of these students, in and of itself, is the only indicator of quality education. Our belief is that criteria must be set for all students, and the success of any program must be measured against these criteria. In other words, we firmly believe that there are certain basic skills that can be acquired by all students regardless of their socio-economic status, provided the right environment and conditions are present in the school setting.

The evaluation data for 1971–72 is presently undergoing careful scrutiny and treatment by our staff. Preliminary results indicate that the median gain for the pupils involved was about .14 grade equivalent units for each month of program operations. Extended for a complete school year's operation, one could anticipate a median gain of about 1.4 grade equivalent units. This figure is considerably higher than normal expectations for average pupils and much above the historical growth patterns for the underachievers being treated by compensatory education programs.

We are, of course, somewhat cautious at this point and want to wait for additional data and analyses before we come to firm conclusions about the overall effectiveness of the program.

Prior to attempting to respond to any questions you might have, I would like to share with the Committee copies of three documents which explain in greater detail what we are attempting to do in Michigan. Exhibit A is a copy of our plan for educational accountability. Exhibit B is a copy of a recent statement made in terms of what we are trying to do in Michigan. Exhibit C is a copy of Chapter 3 of our present State Aid Bill; Chapter 3 is the statutory bases for our compensatory education program.

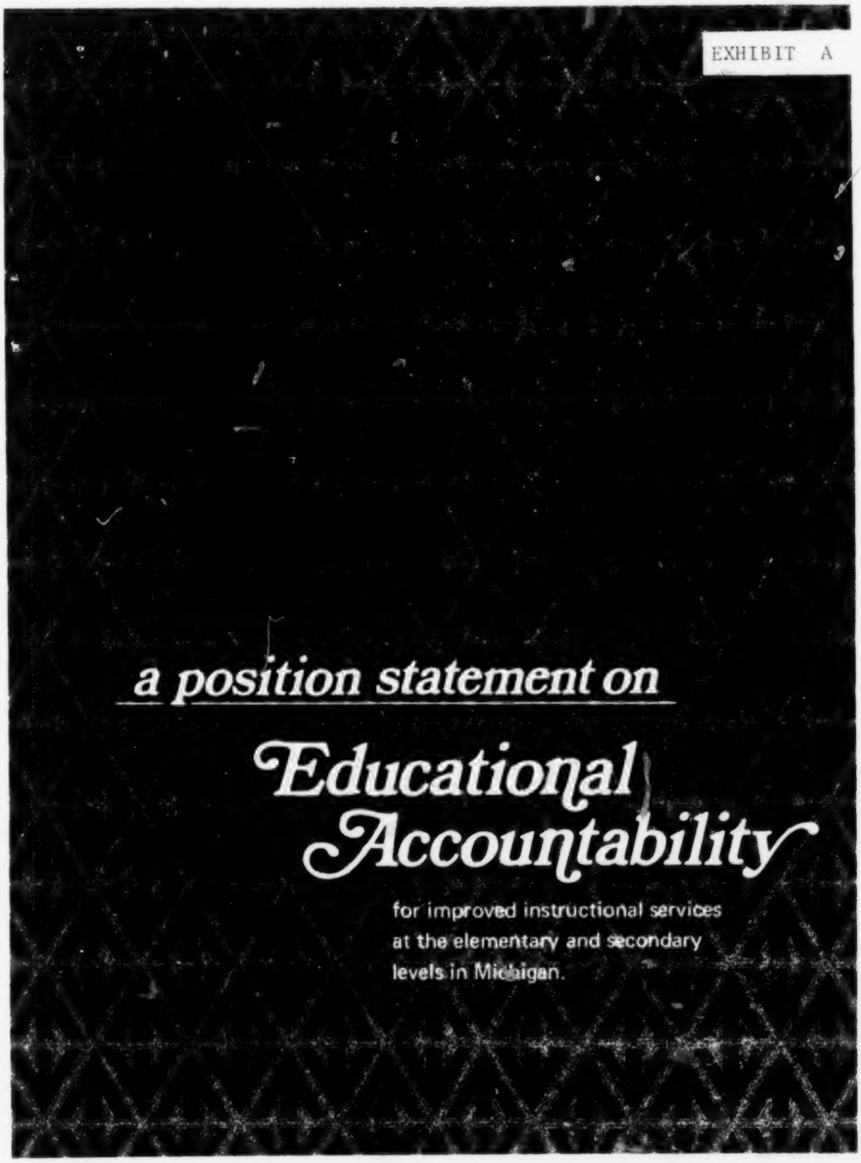


EXHIBIT A

a position statement on

Educational Accountability

for improved instructional services
at the elementary and secondary
levels in Michigan.

Foreword

The purpose of this position statement is to place in proper perspective the role of the State Board of Education in implementing an accountability model for improving the delivery of educational services to the children and youth of the state of Michigan.

The model highlights the need for common goals of education, development of performance objectives rather than textbook completion, assessing needs, analyzing the ways in which teachers teach, and providing outside educational audits to determine if changes have indeed taken place, in addition to providing guaranteed in-service professional development.

This model is a process, not a curriculum imposition. Along with being continuous and circular, the model is envisioned as enhancing the role of the teacher in the educational process of preparing our children and youth for adulthood.

In a sense, use of the educational accountability model is analagous to "program budgeting" in the business world. It involves planning, acting and evaluating; it is a tool to be employed, or a road map to help lead the educator or citizen where he wants to go.

As a process, the accountability model can help Michigan education along as it progresses in preparing children, youth and adults for life in the 21st century.

John W. Porter
Superintendent of Public Instruction

Background

From time to time it is appropriate for the State Board of Education to step back a pace or two and take stock of the organizational aims and operational objectives of the total educational enterprise in Michigan. Included here are graphic presentations designed to afford such an opportunity. It might be said that such evaluation is designed to prevent us all from becoming blind to the forest because our attention is concentrated on the trees.

Over the course of more than 30 months, the Department of Education has devoted a great deal of collective attention to developing an overall accountability model in public education.

The many specific attempts to achieve greater accountability may be condensed into six general categories, or thrusts. These are:

1. Identification, discussion and dissemination of common goals for Michigan Education.

2. Approaches to educational challenges based on performance objectives consistent with the goals.

3. Assessment of educational needs not being met, and which must be met to achieve performance objectives and goals.

4. Analysis of the existing (or planned) educational delivery systems in light of what assessment tells us.

5. Evaluation and testing within the new or existing delivery system to make sure it serves the assessed needs.

6. Recommendations for improvement based upon the above.

Basically, this accountability model may be applied to any aspect of the educational enterprise in Michigan and, if it is properly understood, it will tell us a great deal about educational directions for the future.

To some, consideration of an accountability model or new elements in education has appeared to represent a threat or a challenge to historically developed educational approaches, and a judgement as to the efficacy of such approaches at this point in time. No threat is intended, but each of us must find challenge in consideration of the new educational elements, and there must be general recognition that whatever its strengths and weaknesses, the historically developed system of educational services does not today serve effectively all of the children and youth entrusted to our care.

There is a clear message in the legions of statistics and studies compiled over the last few years: Too many youngsters quit school at an early age, and too many youngsters who "graduate from high school" are ill-prepared, or disinclined, or both, to pursue either further education or productive labor—in short, enter into adulthood—in the free enterprise milieu of our nation today.

Building Accountability into the Education System

I Common Goals
II Performance Objectives
III Needs Assessment
IV Delivery Systems Analysis
V Evaluation & Testing
VI Recommendations for Improvement

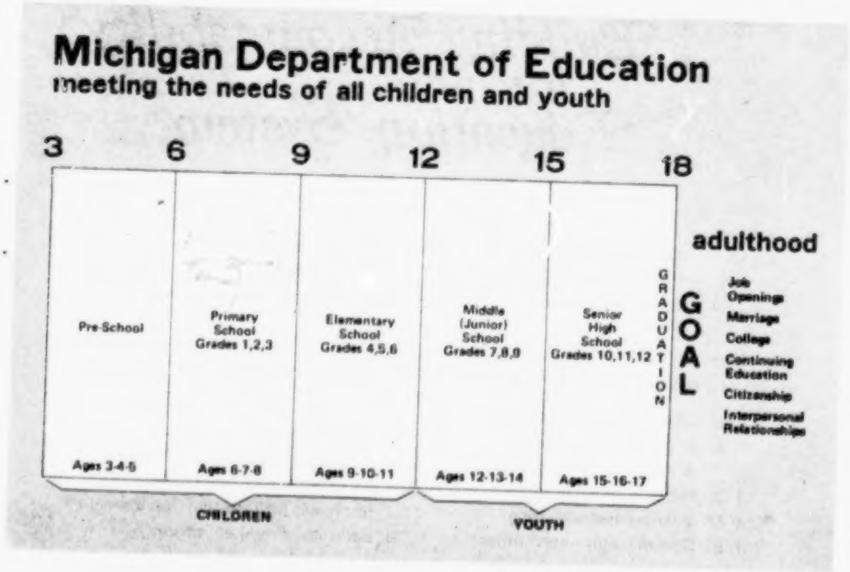
The staff of the Michigan Department of Education has taken a good deal of time looking at new elements in the delivery of educational services. Such elements include:

(1) Compensatory education
(2) Experimental programs and demonstration schools
(3) Performance contracting
(4) Year-around schooling
(5) School meals improvement
(6) Alternative occupational scheduling
(7) Coordinated career education
(8) Student financial assistance
(9) Expanded utilization of facilities
(10) Neighborhood education centers
(11) Improved professional development
(12) Early childhood education

To some, the approach to these elements and others may have appeared to be compartmentalized. It is not. Instead, the consideration of these elements has been and continues to be integrated in what may be termed a comprehensive "state approach to improved elementary and secondary services to children and youth."

In order to achieve improvement in the approach to provision of elementary and secondary services, it is essential to start with an understanding of the inter-relatedness of new and traditional elements in education. Such elements include, of course, the ideas and approaches which have recently been our major concern, and they also include the mechanisms and traditions, the practices and procedures—even the physical facilities—historically involved with the provision of education to children in Michigan. It has been the task and the aim, in a nutshell, to "build accountability into the educational system."

Only in viewing the educational needs of children and youth as, in effect, a continuum beginning at about age three and ending (for elementary and secondary purposes) at about age 18 can there be assurance of finding the organizational and operational means of achieving desired ends. Such a continuum may be plotted horizontally or vertically; it may be discussed in terms of any sort of analogy—a football game, for example—but its message is clear and can be viewed graphically.


Michigan Department of Education
meeting the needs of all children and youth
3
6
9
12
15
18
Pre-School
Primary School Grades 1,2,3
Elementary School Grades 4,5,6
Middle (Junior) School Grades 7,8,9
Senior High School Grades 10,11,12
Ages 3-4-5
Ages 6-7-8
Ages 9-10-11
Ages 12-13-14
Ages 15-16-17
CHILDREN
YOUTH
GRADUATION
GOAL
adulthood
Job Openings
Marriage
College
Continuing Education
Citizenship
Interpersonal Relationships

In constructing and using such a continuum, it is necessary to start with only one premise, and one corollary of that premise:

> **THE PREMISE:** Public education's primary task is meeting the needs of all children and youth as they prepare for adulthood.
>
> **THE COROLLARY:** The needs of all children and youth (or any child or youth) include continued and monitored educational progress through the years of required formal schooling (and a little beyond), and readiness and adequacy for (1) a job, (2) satisfactory interpersonal relationships, (3) college, (4) other continuing education, and (5) citizenship. (NOTE: None of the five "readiness outcomes" need be exclusive of the others, but since maturation rates and interests are widely divergent, it may be assumed for purposes of generalization that readiness and adequacy for any one is sufficient evidence of "successful" educational development.)

It may help, in considering the continuum, to begin by leapfrogging from the start of school to graduation. The question posed by such a leap in time is, "what is it that a child or youth should know and be able to do at graduation?" One simple response that few would challenge is "to assume one's role as an adult." This suggests adequate preparation for continuing education, a job, marriage, and citizenship.

If that is reasonable, efforts must be made to assist the child to achieve a number of intermediate steps on the way to this goal. These intermediate steps can be identified as follows: (1) completion of the pre-school years (roughly, ages 3-4-5 years old) with measurable readiness for entry into the primary school (grades 1, 2, 3) milieu; (2) measurable progress through the primary years (ages 6-7-8) which results in readiness for elementary school (grades 4, 5 and 6); (3) adequate assimilation of basic skills, knowledge and abilities in the elementary years (ages 9-10-11) in preparation for middle or junior high school (grades 7-8-9); (4) performance maturation and skills improvement in the adolescent years (ages 12-13 14) to prepare for the young adult years (ages 15-16-17 and grades 10-11-12).

Preparing Children and Youth

Having devised a strategy for improving elementary and secondary services to children and youth, and recognizing that there *will* be change in our educational delivery systems, the remaining step is application of theory to the "real world."

The model for building accountability into the educational system has six steps;

Preparing Children for Adolescence

STEP 1	STEP 2		STEP 3	STEP 4	STEP 5	STEP 6
		PERFORMANCE OBJECTIVE AREAS		NEW DELIVERY SYSTEM PLANS		
GOALS FOR CHILDREN	COGNITIVE DOMAIN	Communication Skills Mathematic Skills Natural Science Skills Social Science Skills Fine Arts Skills	CHILD-SCHOOL NEEDS ASSESSMENT	Compensatory Education Experimental and Demonstration Schools Year-Around Schooling Pre-School Education School Meals Improvement Performance Contracting	IN-SERVICE PROFESSIONAL DEVELOPMENT PROGRAM EVALUATION	RECOMMENDATIONS TO LOCAL DISTRICTS AND STATE BOARD OF EDUCATION
	PSYCHO-MOTOR DOMAIN	Health Skills Physical Education Skills Industrial Arts Skills				
	AFFECTIVE DOMAIN	Creativity Tolerance Morality Honesty Self-Discipline Social Awareness				

Ages 3 - 12

application of this model, in the context of the "growth continuum," also—naturally—has six steps and may be accomplished with reference to a single individual or to groups of like individuals. In this presentation, let us begin with an example showing application of the accountability model to the task of preparing children for adolescence.

STEP I: The State Board of Education has articulated certain goals for children. These are spelled out in general terms in the "Common Goals of Michigan Education." Each local district is asked to develop their own modification of these goals.

STEP II: There are, by common consensus and by definition, certain things it is assumed children ought to know at various stages in their development. This information must now be translated into performance measures. While much work remains to be done, the performance objectives fall naturally into skill areas and attitude-aspiration areas which are, psychologically speaking, in the cognitive domain, the psycho-motor domain or the affective domain.

STEP III: Having identified the goals for children, and having articulated the performance objectives for schools, it is necessary to assess the existing relationship between them. This analytical chore must utilize all the knowledge at hand: research, testing, resource distribution and personnel availability and a host of others. The objective is to give local school officials some notion of the variance between desirability of performance objectives and what the child or children can do (needs assessment).

STEP IV: Based on the needs assessment, plans must be made to change the delivery systems to reverse what has often been termed as the "push-out" or "leave behind" problem. Among the many things which may be used are performance contracting, compensatory education, promising practices from experimental and demonstration schools, year-around schooling, intensified pre-school education, improvement of nutrition through school meals, in-service training of teachers, and many others.

STEP V: If a change takes place in the delivery system, that change needs to be tested and evaluated. If valid, across the board in-service professional development programs should be fostered.

STEP VI: When a district or school has gone through these steps, they should feel obligated to share the results. Recommendations to the local district, and to the State Board of Education, complete what is essentially a circular pattern of service—goals are served and/or modified on the basis of continuing attention to the success or lack of success in the educational delivery system, and the process starts over again.

When addressing the question of "preparing youth for adulthood," it is found essentially the same circular pattern of continuous progress.

Preparing Youth for Adulthood

STEP 1	STEP 2	STEP 3	STEP 4	STEP 5	STEP 6
GOALS FOR YOUTH	PERFORMANCE OBJECTIVE AREAS Developing Effective Communications Understanding the Political Process Understanding the Economic System Understanding the Natural Sciences Preparing for the World of Work Preparing for Continuing Education Developing Effective Health and Nutrition Understandings Developing Aesthetic Appreciations	YOUTH-SCHOOL NEEDS ASSESSMENT	NEW DELIVERY SYSTEM PLANS Performance Contracting Alternative Occupational Scheduling Coordinated Career Education Year-Around Schooling Student Financial Assistance Expanded Utilization of Facilities Neighborhood Education Centers	IN-SERVICE PROFESSIONAL DEVELOPMENT PROGRAM EVALUATION	RECOMMENDATIONS TO LOCAL DISTRICT AND STATE BOARD OF EDUCATION

Ages 12 - 18

STEP I: Goals for youth are articulated, principally, among other places in the "Common Goals of Education." Local modifications are developed.

STEP II: Skill or knowledge areas in the preparation of youth include such things as developing effective communications, understanding the political and economic systems, acquaintance with the natural sciences, preparing for work or continuing education, development of health and nutrition understanding, and development of aesthetic appreciations. Specific performance measures must be developed.

STEP III: The youth-school needs assessment, like the child-school needs assessment, is an analytical chore and utilizes statewide local, professional, parental, psychological and a host of other "tools." The objective is to identify disparities between desired and actual outcomes.

STEP IV: New delivery system plans for youth include, besides the school-oriented innovations such as performance contracting, etc., a heavy emphasis on new thrusts in career education, including alternative occupational scheduling, student financial assistance, coordination of career education approaches, better utilization of career education facilities, and neighborhood education facilities.

STEP V: In-service professional development and evaluation of effort in preparing youth for adulthood may require a greater emphasis on willingness to accept change than this step in the preparation of children for adolescence, since performance area objectives and new delivery system plans for youth by their nature are likely to involve far more radical departures from the "traditional" approaches.

STEP VI: Recommendations for change which may come to (or originate with) local districts and the State Board of Education are tested against goals for youth, and the cycle continues.

Summary

This discussion has aimed at relating organizational aims and operational objectives to the total educational picture in Michigan. The organizational aims and operational objectives which have been outlined constitute the approach of the Department of Education as it seeks to perform its function as the executive arm of the State Board of Education; as a leader for local and intermediate school districts; as a resource for public officials and other branches of government, and as a service agency for the citizens of Michigan. It is anticipated that a later paper will deal with specific objectives of Department of Education units, and delineate to a greater degree the concerns of various units of the educational community in seeking to address the organizational aims and operational objectives here discussed. Likewise, a similar document is being prepared to focus on the educational services necessary to meet the needs of Michigan adults.

EXHIBIT B

THE ACCOUNTABILITY STORY IN MICHIGAN

Can the state guarantee that nearly all students will acquire minimum school skills?

Accountability.—Does the word presage a new and better era in public education? Or is it simply another ivory tower, catchall concept, momentarily popular, but destined for the classroom wastebasket in a year or two?

In Michigan we believe we can use the word to trigger a quiet revolution. If so, we can improve educational experiences for the vast majority of children, youth, and adults.

Leon M. Lessinger, former associate commissioner for elementary and secondary education in the U.S. Office of Education, has said:

"The commitment to accountability is a powerful catalyst for reform and renewal of the school system, because accountability requires fundamental changes."

Two of those fundamental changes indicated by Lessinger are that the "emphasis will shift from teaching to learning and that quality will be less a function of input and more a function of output or results—observable changes in the learner's performance."

With these two basic changes in mind, we defined accountability for our purposes in Michigan. In simplest terms, we believe accountability is the guarantee that nearly all students, without respect to race, geographic locations, or family socioeconomic status, will acquire the minimum school skills necessary to take full advantage of the adult choices that follow successful completion of public education. If we, the professionals in education, fail on this promise, we will publicly report the reasons why.

The basic question of accountability was not raised in the first instance by educators, but by parents and citizens. The question they asked was, "What are we getting for our education tax dollar?" The pat answer, "So many of our high school graduates are going on to college," was no longer acceptable as a criterion of quality. Parents wanted to know what their children, at all levels, were supposed to be able to know and do, then whether they did in fact know those things and do those things.

To get the answer to those questions, we began two years ago to recommend changes in the educational structure of our state. In addition and at the same time, we began to put down on paper the State Board of Education philosophy and policy in regard to 29 different educational issues and problems—from sex education and teacher salary negotiations to the elimination of nonhigh school districts and desegregation.

While we were getting our house in order, we began to develop a model for educational accountability: a model that any school district or school could utilize, adapt, or modify for its own situation.

Such a model was developed. It has six basic steps and aims directly at genuine education reform for all children, youth, and adults in Michigan. Very briefly, the six basic steps are: 1) the identification of common goals; 2) the development of performance objectives; 3) the assessment of needs; 4) the analysis of delivery systems; 5) the evaluation of programs; and 6) recommendations for improvement.

These six elements are not necessarily new. What was new is that the State Board of Education committed itself to bring about a statewide plan to effect educational improvement. Contrary to some criticism, there is nothing in this model which smacks of state control; indeed, application of the model requires school districts *not* to do the same thing district by district as in the past. We are mindful of local socioeconomic and geographic differences.

While the model does not mandate curriculum, it requires educators to say, "This is what we are going to do and how we are going to do it. We will report whether we have indeed accomplished what we said we were going to do."

In the terminology of industry, what we are saying is that this model will permit us to apply realistic quality control at all educational levels in order to assure a product that will have the opportunity, the basic skills, and the will and desire to become a contributing member of our society rather than a reluctant welfare recipient.

The next question was, "Would the model work out in the field?" Eleven elementary schools from school districts representing all economic levels were contacted and asked if they would volunteer to participate in the program. They agreed to do so. Six of the schools received considerable compensatory education money, either federal Title I funds or state monies; five were getting minimal amounts in this area.

Prior to the end of the 1971–72 school year, in May and June, meetings were set up with the administration and staff of each of these 11 schools and I personally spent two to four hours rapping with each—explaining what we were trying to do, and what we hoped to do, and answering questions.

Essentially, what we tried to get across was this: The ultimate mission of the elementary school staff in cooperation with parents is to teach each child, so far as he is able to learn them, the basic cognitive, psychomotor, and social skills for adolescence and prepare him to enter the secondary school. We were asking that by September, 1972, the beginning of the new school year, these goals be translated by each classroom teacher into specific and measurable student behavior objectives for review by any parent in the community in terms of the following categories:

Cognitive Domain.—communication skills, mathematic skills, natural science skills, social science skills, fine arts skills, health skills.

Psychomotor Domain.—physical education skills, industrial arts skills.

Affective Domain.—creativity, tolerance, morality, honesty, self-discipline, social awareness.

Looking ahead, we asked each of the 239 teachers taking part to be able, by September of 1973, to present in advance of the opening day what it is that he or she would like to have accomplished by the students in terms of the school's overall goal or mission. Each teacher will have described in writing why the particular skill(s) or knowledge is valuable to the learner.

More than 5,700 youngsters, kindergarten through the sixth grade, are taking part in this demonstration.

In addition to checking out the accountability model itself, the administration of each of the 11 school districts will be determining the administrative feasibility of the model in actual operation.

Staff personnel of the Department of Education will have been assigned to work closely with each of the schools, and resources of the department are being made available, so far as is possible.

With the elementary phase of the accountability model in motion, we will initiate action at the secondary level with particular emphasis on career education during this academic year.

Accountability, whether we want it or not, is going to be a part of the educational scene during the 1970s. The important issue is, Can it be made to work? If not, what are the viable alternatives? We are convinced that accountability can be a very positive force in the improvement of education. There are several aspects and results of the accountability concept that will enhance and strengthen the educational establishment if they are pursued vigorously. For example:

Paying for results rather than promises.

Designing performance objectives to evaluate the instructional procedures.

Identifying each student's characteristics and entrance level.

Specifying in advance desired outcomes of individual student performance.

Testing the instructional sequences to see if they achieve what they purport to achieve.

Reordering instructional strategies and personnel based upon student needs, abilities, interest, and attitudes.

Involving the parents of the community in the educational process right in the classroom.

Informing students, parents, and tax-paying citizens what we can and cannot do in a given situation and why.

These factors go to the heart of a very basic question, "What if a student does not reach the objectives?" Then we as educators must be prepared in the future to tell students and their parents that the student hasn't achieved, that he needs summer work or extended day or week help such as special tutoring. Otherwise the diploma he receives will be merely for attendance, not achievement. Accountability of the future means that we will not pass students from level to level merely because they have been physically present in the classroom.

The challenge is formidable and the task will be difficult; but the alternative, to continue to do the same thing that we have been doing, is no longer acceptable.

We are going to move ahead in Michigan. We intend to show that teachers, administrators, and the public schools can be held accountable and can demonstrate measurable results with 95% of children and youth. To the traditional "3 Rs" we hope to add the "3 Es"—efficiency, economy, and effectiveness.

EXHIBIT C

CHAPTER 3

Sec. 31. From the amount appropriated in section 11, there is allocated $22,500,000.00 to enable eligible districts to establish or to continue, in conjunction with whatever federal funds may be available to them from the provisions of title I of Public Law 89-10, the elementary and secondary education act, as amended, but not to exceed $200.00 of state funds per eligible pupil participating in the programs, comprehensive compensatory education programs designed to improve the achievement in basic cognitive skills of pupils enrolled in grades K-6 who have extraordinary need for special assistance to improve their competencies in such basic skills and for whom the districts are not already receiving additional funds by virtue of their being physically, mentally or emotionally handicapped.

Sec. 32. A district shall be eligible for allocations under section 31 for the fiscal year 1972-73 and for each of the following 2 fiscal years if at least 15% of its total enrollment in grades K-6 and not less than 30 of its pupils in grades K-6, as described in section 31 and as computed under section 33, are found to be in need of substantial improvement in their basic cognitive skills except that districts which received such aid in 1970-71 for schools housing grades 7 and 8 shall be funded if the pupils in those schools are found eligible in a manner to be determined by the department.

Sec. 33. The number of pupils in grades K-6 construed to be in need of substantial improvement in their basic cognitive skills shall be calculated for each district by the following procedural steps:

(a) Using the composite achievement test score only on the state assessment battery given in January 1971, a percentile ranking shall be made statewide for the scores of pupils in grades 4 and for the scores of pupils in grade 7.

(b) The percent of pupils of the district enrolled in grade 4, as defined in section 31, who scored at the fifteenth percentile or lower for grade 4 in accordance with statewide norms established for the assessment battery, shall be determined and this percentage shall be multiplied by the aggregate enrollment of the district in grades K-4 on the fourth Friday following Labor day of the preceding school year.

(c) The percent of pupils of the district enrolled in grade 7, as defined in section 31, who scored at the fifteenth percentile or lower for grade 7, in accordance with statewide norms established for the assessment battery, shall be determined and this percentage shall be multiplied by the aggregate enrollment of the district in grades 5 and 6 on the fourth Friday following Labor day of the preceding school year.

(d) The number of pupils determined in subdivision (b) shall be added to the number of pupils determined in subdivision (c) and this resultant sum shall be construed to be the number of pupils of the district enrolled in grades K-6 who are in need of substantial improvement in their basic cognitive skills at the beginning of the 1972-73 and 1973-74 school years.

Sec. 34. The tentative allocations to each eligible district shall be determined by multiplying the number of pupils determined in subdivision (d) of section 33 by $200.00.

Sec. 35. The tentative allocations as determined in section 34 shall be distributed the first year to districts in decreasing order of concentrations of pupils in grades K-6 who score on the assessment battery at the fifteenth percentile or lower for norms for the state as a whole. Distribution shall begin with the district with highest concentration of such pupils and continue in descending order of concentration until all of the moneys appropriated in section 31 have been distributed, if:

(a) The districts have applied for the moneys on forms provided by the department.

(b) The districts have shown evidence of having established comparability among the schools within their boundaries in accordance with standards established by the state board.

(c) The districts have committed themselves to the involvement of parents, teachers and administrators in the planning and continuous evaluation of their compensatory education programs as conducted under this chapter.

(d) The districts have identified the performance objectives of their compensatory education programs, performance objectives shall be concerned primarily with the improvement of pupils' performance in the basic cognitive skills.

(e) The districts have certified that they will identify or have identified, on or before the fourth Friday following Labor day of the school year, the pupils to be provided special assistance with these moneys with the pupils being selected in grades 2–6 from the lowest achievers in basic cognitive skills and in grades K and 1 from among those with the lowest readiness for the acquisition of cognitive skills. The aggregate number of pupils selected from grades K–4 and from grades 5 and 6 shall bear at least the same ratio to the total enrollment in these blocs of grades as those percentages which were used for the districts in subdivisions (b) and (c) of section 33.

Sec. 36. A district receiving moneys under section 31 may use these moneys in any manner which, in the judgment of its board and its staff, contributes significantly toward substantial improvements in the basic cognitive skills of the pupils. These uses may include, but are not limited to, the following:

(a) Employment of additional personnel.

(b) Purchase of instructional devices and other aids.

(c) Leasing of portable classrooms.

(d) Contracting with a public or private agency, a group of employees or a group of nonemployees.

(e) Providing inservice training for teachers and other personnel.

(f) Provision of adequate nutrition and health care to students.

Sec. 37. As a condition of receiving moneys for use in fiscal years following 1971–72, an assessment of evaluation of the progress of each pupil construed to be in need of special assistance under this chapter shall be made with the use of pretests and posttests. These tests shall be administered or approved for administration by the department in accordance with policies of the state board to determine the amount of progress made by the pupils toward attainment of the performance objective specified in the district's approved application as stipulated in subdivision (d) of section 35. In the subsequent year for each pupil making a minimum gain during the year of at least 75% of the skills in the performance objectives specified for his program, the district shall receive the full per pupil amount of funds allocated to the district in accordance with section 31; and for those pupils who do not achieve at least 75% gain, the district shall receive an amount per pupil prorated in the proportion that the amount of actual gain made bears to 75% of the total skills listed for the programs provided these pupils except that for the year 1972–73 the full per pupil amount shall be allocated for all participating pupils. Regardless of gain levels, a district shall be paid in full for a pupil who has migrated from the district during the school year and for a pupil who has not attended school for a minimum period of 150 days because of health reasons verified by a medical authority.

Sec. 38. The state board shall report to the governor and the legislature not later than October 1 of each year the results of the evaluation studies including a report on exemplary programs which promote academic achievement.

Sec. 39. No funds appropriated under this chapter shall be allocated for pupils bused to another school district for the purpose of achieving a racial balance of students. Any funds appropriated under this chapter not used for the purpose appropriated shall be returned to the general fund.

Performance Goals Cut Down Complaints and Confusion

Parents in California's ABC Unified School District still moan if Johnny brings home a D in math. But they no longer wonder why as much as they used to.

That's because ABC's new performance objectives are clearing up a lot of old confusion about what goes on in classrooms. In simple laymans' terms that parents can understand, the objectives spell out precisely what children in Grades K–6 are expected to accomplish throughout the year.

In September all parents received a set of written objectives covering basic competencies youngsters must demonstrate in math, reading, language arts, social science, and science. These were condensed from a far more detailed teacher's list and boiled down to eight or ten basics for each subject. To ensure clarity, many of the goals were accompanied by an illustration.

Parents of first-graders got goals for first-grade pupils, parents of second-graders, goals for Grade 2, and so on. In some schools, principals sent a set of objectives home with youngsters, along with an explanatory letter. In most, however, instructors preferred to distribute the goals at the year's first parent-teacher conference—largely because they wanted to explain how the objctives would be measured. While the teacher's performance list includes suggested valuation criteria for each objective, the tie-in between performance level and grades is up to the individual instructor.

Administrator Lee Wintz believes that standardized objectives definitely enhance teacher credibility, as well as the district's. "Before performance objectives, a parent's simple question about arithmetic skills was likely to lead to a complicated and vague answer, full of educational jargon," says Wintz.

Now when parents ask about academic strengths and weaknesses, teachers can pinpoint them clearly and specifically. A teacher can tell parents, for instance, that Johnny is having trouble with objective seven: distinguishing between squares and rectangles. Or that he has mastered objective five: measuring sizes and shapes. Importantly, too, the objectives pave the way for parents to help their children with whatever problem areas the teacher identifies.

While it's too early to assess parent reaction, Wintz regards initial comments as "highly favorable." And if parents wind up happy, they won't be the only ones. The objectives certinly ease administration compliance with the state's Stull Act, which mandates teacher evaluation on the basis of pupil performance. The Stull Act went into effect in September, the same time as ABC's performance objectives, but the timing is only coincidental, Wintz says. Actually, the district's objectives have been in the works for two years. What prompted them was a local situation—unification of three school districts, including the cities of Artesia, Cerritos and portions of Long Beach.

To systematize learning goals, district officials recruited teachers from all three areas and hired them to write performance goals during the summer and released time periods. Once completed, the objectives were distributed to all teachers for evaluation and revision. That meant another year's work, but it put ABC "well ahead of the pack on meeting accountability demands.

"The Stull Act forced most California districts to do a rush job on writing objectives," Wintz notes. "Consequently, in most areas, performance standards are being handed down by administrators. ABC's advantage is that our objectives were written by teachers themselves."

Dr. PORTER. What I am about to say will be controversial outside of Michigan, but it is no longer controversial within Michigan and one of our school superintendents that has a demonstrated program is in the room to verify these remarks.

Our emphasis is on student output rather than school inputs. That is the underlying principle of what we attempted to do in our State compensatory program. Five supporting decisions have been made which are all five different from title I, which tends to provide some demonstrated improvement in the performance of students in our State.

First of all, from the Governor all the way down to the State board of education and legislators, we believe that there are certain basic educational goals that can be reached by chidren in Michigan regardless of their color or race or their geographical location or their parents' socioeconomic status. Therefore, the first decision we made was to remove from our $23 million program the criterion of socioeconomic status as an indicator of qualification.

Education's job primarily is to improve the learning process of boys and girls and where deficiencies exist in that learning process within children we as educators are obligated to eradicate those deficiencies. The second fundamental decision made was to require school districts to identify in advance in measurable terms what they deem to be the essential performance objectives for school success. While many programs under title I are predicated upon meeting students' needs, quite often identifying in advance what is expected does not take place. A third decision based upon our program is that we are not interested in trying to determine how the school or the teachers ought to provide the instruction. What we are attempting to say is that,

> Here are some funds over and above your basic allotment. You do whatever has to be done, but when the instruction is over we expect some improvement, in regard to what you said in advance you wanted to do.

A fourth decision was to provide a specific amount of money for the eligible pupil participating in the program on the assumption that if a school district requests additional funds over and above their regular allotment, those additional funds will be used to make a difference in student performance or there is really no reason why the district should request funds and obviously that is controversial as well as the previous three.

Fifth, we decided early that compensatory education programs must be part of a larger program of quality education, that indeed if compensatory education is going to work, it has to not only work within the confines of those so-called academically disadvantaged or, under title I, culturally disadvantaged students, but it has to start to show that it is complementing the regular program and that the students are indeed able to compare somewhat more favorably to the normal distribution of students within the population of any school district.

Evaluations for 1971–72 of our State compensatory program are very encouraging. All over our State we have information to indicate that indeed we can make a difference in the performance of students in the basic skills. In our program, and I have provided you with a copy of the legislation, we said that,

> Here is some extra money if you will assure us that you will provide an instructional program to at least demonstrate that the student has grown in performance equivalent to three-quarters of a year's growth.

Our indications on a number of measures to date would indicate that in most of our school districts students are for the first time beginning to improve their performance above 1 year grade level growth. I think several significant points can be attested to as a result of this program, which has been in operation now for 3 years.

First of all, it is a powerful tool for teachers because in our program the teacher must know in advance what she wants to accomplish with a group of children that are entrusted to her care so that she has a knowledge of what she wants to do independent of the textbooks, and I can get into that later.

Second, it is a powerful tool for the teachers to tell the colleges of education about the kind of training and inservice training they need in order to produce results, which is really the "name of the game."

Third, it is a very powerful tool for telling textbook publishers what kinds of textbooks need to be prepared to help better deliver services to boys and girls. We believe that in this program which we are scrutinizing very carefully the evidence indicates clearly that we can indeed, based upon the premises of title I, improve the performance of boys and girls throughout our State regardless of their varying backgrounds.

That is my statement. I shall be delighted to respond to any questions you might have.

Chairman PERKINS. I am impressed, Dr. Porter, with your statement concerning the results obtained in your State of Michigan. I notice that on page 15 you mention the achievements and on the following page you show tables on reading achievement, and math achievements. You state:

The data in these two tables clearly indicate that students in Michigan's regular school year title I programs did make substantial gains in basic skills achievement. In fact, the gains indicate that the average Michigan title I student in regular school year programs has begun to narrow the gap between title I basic skills achievement and the national average basic skills achievement.

Do you wish to elaborate just a little?

Dr. PORTER. Yes. Based upon our evaluations, and we encourage independent evaluations—in other words, we don't ask our school districts to evaluate what they are doing—we ask outsiders to come in and evaluate it, based upon standardized measures of student achievement. The results that we have in from independent evaluators indicate that through our State compensatory program and the spinoff to title I students in our metropolitan areas are, indeed, beginning to perform on standardized instruments and close the gap with normal students on the same instrument.

Chairman PERKINS. How do you feel about this so-called special revenue sharing package of the President insofar as title I is concerned? Go ahead and give the committee your views.

Dr. PORTER. My view on revenue sharing as it relates to title I would be that the funds are needed, the title I funds, and I am convinced that whether they come to Michigan by the present allocation or whether they come by revenue sharing, that those funds will be allocated to the school districts to do the job based upon what we are now doing in our State; in other words, we would insist that title I programing be more similar to what we are trying to do in our State.

I would, however, caution that any change in the title I program that has not been thought out as tied to revenue sharing could be disastrous for the gains that have been made throughout the country under that program.

Chairman PERKINS. Now I sense your skepticism when you use the word "caution" about title I. How do you foresee destruction to the title I program if we were to proceed in that direction?

Dr. PORTER. How do I see the destruction of title I if we were to move toward revenue sharing?

Chairman PERKINS. Yes.

Dr. PORTER. The present title I program is based upon allocations and allotments. A revenue sharing program not based upon those allotments and allocations could create modifications in the distribution of title I funds that could penalize certain school districts. In our State, as one example, we get over $50 million in title I, which is a sizable amount of money. Half of that money goes to Detroit.

Under revenue sharing whether or not half of that money could be allocated to Detroit, which has only 15 percent of the students of the State, is one of the pitfalls that I am saying we need to caution against. We happen to believe that Detroit needs these funds, but Detroit must at the same time demonstrate that the title I funds are indeed making a difference in the students.

To make the shift without being able to maintain that type of control could create some problems.

Chairman PERKINS. Mr. Ford.

Mr. FORD. Thank you, Mr. Chairman.

Dr. Porter, I think it is of particular interest to this subcommittee. Many of the members are still here who originally wrote the Elementary and Secondary Education Act and title I back in 1965, and we have seen changes taking place that, from my point of view, appeared to be contrary to our original intent with respect to how local school districts would determine the allocation of title I funds in terms of identifying the children to be the objects of the special funding and the special program. We used the expression in that legislation "educational deprivation."

We talk about an educationally deprived child. Unfortunately, we were forced to use a formula that in the first instance determines the allocation of funds to school districts and counties as distinguished from the allocation of funds to a school district to education of a particular child on the basis of economic factors, children living in families with $2,000 or less income, public assistance, and so on.

This led, in our State of Michigan in the very beginning, to a misunderstanding that we intended there be a means test and that the children actually involved in the program should be identified as children who are coming from an economically deprived family, not children who were identified by local school people as having special needs.

We straightened that out after a period of time in Michigan. This was before your tenure as superintendent started. Since that time we have functioned very well until fairly recently when it was reported to be by a number of superintendents throughout the State that the most recent regulations under title I, which actually, in fact, require the segregation of children on socioeconomic bases, particularly economic bases, as a condition precedent to eligibility for the use of title I funds, has led to the impression, and I think justifiably so, at the local level that you can only use title I funds safely for a program that is carried on in a classroom where only poor children are in attendance.

This is certainly not what this committee intended at the time the legislation was written. I find it very interesting that you have followed the pattern of title I in Michigan, that the legislature has apparently been impressed with the potential of this extra assistance for compensatory education which title I was intended to be at all times, but that you spelled out in the legislation that the money would be spent for children who have extraordinary need for special assistance to improve their competency in such basic skills.

You made a point in your testimony of indicating at the bottom of page 1 that, first, the decision was made to eliminate measures of socioeconomic status as indices of need in determining the allocation of compensatory education funds.

Since you are in the process of merging State funds in compensatory education with the funds provided by the Federal Government, which is a result we considered at all stages to be very much desired, what problem does it present to you with the Federal regulation saying that you must use socioeconomic consideration for determining eligibility of children when you say that in the allocation of State funds you avoided using socioeconomic indices as applied to the individual child?

Dr. PORTER. That is true, Congressman Ford. It has created some problems for Michigan. One is that the title I program, as regulations are now developed, is more restrictive and, therefore, you can't package the kind of program in Flint or Detroit that you can under the State program. We have encouraged the Office of Education to take steps to modify the title I program to allow it to be more compatible with ours.

The second problem that we have, which you also clearly identified, is that, as long as title I addresses itself to the socioeconomic status as an indicator, the movement of students out of a particular impacted area becomes almost impossible. We believe that title I funds ought to be allowed to follow the student as the State section 3 funds could, or the chapter 3 funds of Michigan, if indeed you can provide that student with a better educational program or delivery system outside of his social environment.

Finally, as you indicated, we don't believe that the stigma of one's socioeconomic status ought to be an indicator of his educational attainment. There are people, in my belief, that may be poor economically, but there is no reason why they can't be given quality education in terms of basic skills. It is for those reasons that we have been pressing with the Office of Education for a modification of title I similar to my presentation.

Mr. FORD. When the legislation was written, we recognized legislatively, and there was a great deal of discussion here and on the floor, the high correlation between concentrations of people in the lower economic levels with special needs in education, needs for compensatory education. Having accomplished that, however, we were very careful to structure the legislation so that local school professionals would make the determination that, after they had received the money, there was a particular set of priorities in that particular area.

What would be the priority in Chairman Perkins' district in eastern Kentucky and what might be the priority at any given moment in the center city of Detroit could be different educational concepts. We did not intend the kind of straitjacket that the regulations are now putting on the administrators to say to them, "You must single out, as you do in the school lunch program"—a program that for that reason alone I have to gag when I vote for it every time, because it outrages me to think of stamping little children's hands with some kind of mark to mark them as poor children before they go get their lunch.

At the same time we are fighting great battles across the country about eliminating discrimination, we are starting to administer these programs in a way that intensifies the feeling of the student that, when he comes into this educational institution, he is different, he is going to be sent to a different classroom, and so on.

Frankly, while you and I might possibly disagree on this, I consider this kind of carefully structured segregation to be more invidious than the racial segregation that we are trying so hard to overcome so many other ways, because it is so deliberate and it is being put together in an almost Orwellian way by people who are theoretically committed to eliminating the vestiges of discrimination.

One last question. We have certainly before us the potential of a great discussion this year on the value of categorical assistance. My recollection was that a few years ago we didn't have categorical school aid in Michigan except for programs like the crippled and the handicapped, and so on, but that, since title I has been in existence, the Michigan Legislature has moved, and Michigan educators have moved, to develop a program of categorical-type assistance, such as the chapter 3 program you are talking about here, seeming to indicate that the Federal approach through such things as the Elementary and Secondary Education Act categorical programs has found acceptance to the extent that, in using their scarce resources in the State, the State of Michigan, at least as a matter of policy, has determined that a categorical approach such as chapter 3 is a more effective way to add school assistance to the local school systems than it would be by simply adding more money to the general school systems without strings attached to it.

You do attach strings here, because you require conditions precedent to receiving this money as distinguished from receiving the other State funds, then you require followup and justification for the manner in which it has been expended.

Would you like to comment on the concept of this kind of categorical approach as it has been adopted by our State? Is it correct to assume that the way was shown through programs such as title I and is it also at the same time reasonable to expect that it has succeeded to the extent that the legislature is likely to go on with categorical assistance?

Dr. PORTER. Yes, Congressman. First of all, I happen to agree with your statement regarding the categorization of students by socioeconomic status. I think in Michigan, I can say from the Governor, the legislature, and State board of education and teachers, we feel it is important to have this type of funding program.

Even in our full State funding proposal, which was defeated, a constitutional amendment, we identified compensatory education, special education, and vocational education as three categories that must be maintained. I would say in response to your question that title I in ESEA has set the stage for sharpening up what needs to be done to meet the selected needs of individual children and youth.

Even under revenue sharing I would hope that these categories would continue to be highlighted because they are needed as a guide.

Mr. FORD. Thank you very much. Thank you, Mr. Chairman.

Chairman PERKINS. Mr. Lehman has a question and then we are going to call on Mr. Bell.

Mr. LEHMAN. I just want to compliment Dr. Porter on a good presentation.

Dr. PORTER. Thank you.

Chairman PERKINS. Let me thank you, Dr. Porter, for coming here and being such an outstanding witness. You have been very helpful to the committee and have given us some guidance. We appreciate your coming.

I understand from my colleagues on this committee that you are doing a wonderful job in Michigan as school superintendent. I hope to see you here again.

Let me state that Mr. Bell, our colleague from California, will now continue with the hearings and then recess them until Monday at 9:30 a.m., at which time the reporter will be back. And, Mr. Bell, you just continue with this witness and call anyone else you wish.

Mr. BELL [presiding]. Thank you, Mr. Chairman. This, I think, foretells of the future when we have a Republican Congress.

Dr. Porter, it is a great pleasure to have you before our committee. I certainly want to compliment you on your testimony.

Did you, Dr. Porter, have any problems with your testing program and, if so, are there ways that these can be overcome?

Dr. PORTER. Yes, we did have when we first began. I think we were one of the first States to move toward attempting to assess students' needs before attempting to provide instructional programs. We developed this program with educational testing service, which is the largest testing service in the world. We discovered very soon that a great deal of controversy arose in our State because the educational community was saying, "But you are not assessing what we feel needs to be taught."

We responded to that criticism by taking steps to shift from standardized norm tests to tests based upon, and this is important, what Michigan teachers and parents and others identified as the things that they thought children and youth of Michigan ought to be able to know and do as they progress through the system.

Beginning in September of 1973 we will assess all fourth graders based upon the kind of criteria that Michigan educators and parents have been able to identify as being reasonable and will test all seventh graders based upon this type of criteria. This has reduced considerably the controversy that has existed in our State over the past 3 years.

Mr. BELL. I like very much what you said on page 2, in fact, all through the rendition of your statement are statements that I think concern the individual student and the need for emphasizing the places where you can show progress of the individual student by taking the lowest in the area. This is something that Mr. Quie and others have been working on as a possible amendment.

Can you give us some idea of how complicated it is now for a State or a local school district to apply for a Federal program such as title I, title II, aid for the handicapped and other elementary and secondary programs, how much paperwork is involved, and how much work, for the average State plan?

Dr. PORTER. There is a great deal of paperwork involved.

Mr. BELL. Under the present programs?

Dr. PORTER. Under the present programs. One of the projects that we have suggested to the Office of Education is a consolidation—categoricals can remain, but a consolidation of the granting so that the school district would not have to file 8 or 9 or 12 or 15 different applications for funds. We are hoping that that suggestion will be received favorably by the Office of Education. At the same time we are attempting to reduce, not only within our State but with the Federal funds, our requests. For example, if a district is able to identify in advance what it feels the needs in terms of resources to meet some specific objective we're of the belief, and this is what our chapter 3 program is predicated on, that the district ought to be given the resources as long as they can demonstrate that it makes a difference.

You don't need a lot of complicated forms to move to that kind of administrative accountability.

Mr. BELL. What you are leading to is giving the district more flexibility, away from the dominance of Washington?

Dr. PORTER. That's right.

Mr. BELL. You think that could be done and possibly a step in that direction would be made with the administration's suggested program of revenue sharing? That direction is likely to be the result, is it not?

Dr. Porter. I wouldn't say that that is likely to be the result from revenue sharing per se. That is only going to come about when we in the educational community have articulated clearly and precisely to the public what education is to serve and the students to be served, what it is we want to accomplish. The revenue sharing in itself is not the panacea. Revenue sharing or title I, we say to you clearly, "Here are the things we want to be able to accomplish with the money. We will be able to demonstrate to you after the process of using the money whether we were able to achieve our objective."

Then revenue sharing or any other kind of program becomes clear.

Mr. Bell. Dr. Porter, what I was thinking of there is that there is less likely to be strings attached, particularly to the special revenue sharing, so therefore the control that you will have as a local superintendent would be greater, therefore you would have more flexibility, therefore you would be able to do the things you are talking about a little better. That is the concept I am coming to. If the revenue sharing is handled that way, which I assume it would be, then I would think your job and doing the things you are talking about could be easier under that circumstance, would you agree?

Dr. Porter. I would agree that the revenue sharing from the Federal Government to the State should be as you indicated.

Mr. Bell. Would you favor simplification of reporting requirements under the various State grant programs? Would you favor, for example, a consolidation of some programs which do overlap, such as ESEA, title II and NEDA title III?

Dr. Porter. Title II, which is the library portion?

Mr. Bell. Yes.

Dr. Porter. I am not certain that that can be tied in with title III, but in our State we have already merged NDEA title III(A).

Mr. Bell. That is what I mean.

Dr. Porter. The programs are administered. Title III and NDEA title III(A) are administered in the same program because we feel that they are intended to do the same thing. Title II is not administered in the same program because it focusses on library services and technical services.

Mr. Bell. How much money did your State receive in 1968 from the Federal Government? Can you give us any figure on that?

Dr. Porter. Eighty percent of our budget is Federally funded. Our budget is roughly a quarter of a billion dollars, of which our State legislature appropriates about $35 million and the rest of it is Federal funds. Of that $35 million about $15 million of that is for scholarships and tuition grants. So, you see, we are heavily dependent as an administrative arm on Federal funds. That is because we have in our department a rehabilitation program which is 80–20 Federal-State funded.

We have title I, vocational education and other Federal programs.

Mr. Bell. How many Federal programs were there in 1968 and 1972 in comparison?

Dr. Porter. Between 1968 and 1972.

Mr. Bell. Yes.

Dr. Porter. The programs have remained rather constant for the past 4 years.

Mr. Bell. That would be counting all the things such as school lunch, arts and drama programs and so forth?

Dr. PORTER. That's right, all the educational programs administered through our office.

Mr. BELL. In your experience what are the common elements in really exceptional title I programs? Are these factors which should be built into our programs for educational disadvantaged?

Dr. PORTER. In my opinion as per the statement that I presented to the Congress I believe the success of title I programs by and large have to focus upon the five points. I think that the reason Michigan's programs seem to be successful is because we have made some assumptions and we have made some decisions which are rather controversial and revolutionary.

I will just give you one example of a demonstration. We have right here a typical textbook, a reading book, "The Magic Word." I am sure it is a good book. But we asked our school people, "What is it that you would like for the students to be able to acquire in terms of reading?" Now up until recently the textbook has been not only the instrument used to deliver the instruction, but it has always been the instrument to set the performance objective.

What I am saying, in effect, is that we have by and large, and title I is a good example, attempted to respond to the needs of the students without setting what we wanted to do in advance of determining whether the student had the capability of doing what we wanted the student to do.

So, in the past if you go into a typical classroom in our State and ask the teacher, "What is it that you would like to accomplish this year with the 30 students entrusted to your care?" invariably the response might be "I would like to get through the textbook."

By adding this new ingredient under title I, and this is mandated by our leigslation, here is what the components of reading are according to Michigan educators in this document. Now we are not saying that every school district ought to adopt this. We are saying, "Tell us in advance the kinds of things that you think your students ought to be able to know about reading," and those are contained in here.

"Now you go to the textbook and determine whether or not that can help you better to enable your students to do these kinds of things." I think it is that ingredient along with others——

Mr. BELL. Excuse me, the Michigan State educational organization dictates pretty well the textbooks; is that correct?

Dr. PORTER. We don't dictate at all. We don't think that is appropriate.

Mr. BELL. Don't you think somebody or some responsible body ought to line up pretty much what type of textbooks the youngsters should have?

Dr. PORTER. No, Congressman Bell, because that gets back to being more restrictive. I am not concerned as a chief educational officer in Michigan with whether or not they use this textbook or one of a hundred more, but I am concerned about knowing whether or not that teacher in that classroom knows what she wants to do. As a professional educator if she really knows what she wants to do in the classroom, she can select the textbooks she feels can better help her meet the needs of the students in her class.

Mr. BELL. I would agree with you on that, Mr. Porter, but on the other hand aren't you leaving the selection of the programing of the textbooks to private industry which may or may not have a reason to do it right?

Dr. PORTER. That is one of the things that I am vigorously fighting against. I think the textbook publishers have too long dictated the curriculum of our schools. What I want the teachers of our State to be able to say to the textbook publishers is, "Here are the kinds of textbooks we need to do a better job over here."

That is the direction in which we are moving in our State. I think that is a powerful tool not only for local boards of education, but particularly for classroom teachers.

Mr. BELL. In other words, you are talking about a coordination of efforts?

Dr. PORTER. That's right.

Mr. BELL. In which if there is a dispute the board of education should have the dominating role. Do you favor strong parental involvement and in what form?

Dr. PORTER. A review of exhibit C that I provided you indicates, and I will just read, to respond to your question, from section 35 of this statute: "The districts have committed themselves to the involvement of parents in the planning and continuous evaluation of compensatory education programs."

We happen to believe that parents should be involved in this process.

Mr. BELL. Do you favor attempting to individualize instructions as much as possible on the unique educational needs of each pupil? I rather gather that you do. I am sure that you know of instances where this has been successful. Would you like to expand on that?

Dr. PORTER. Yes. I do happen to favor individualizing instruction to the extent that it can be, but not based upon the need of students without some identifiable objectives of what we want to accomplish. What I am saying, in effect, is that I think that all over our land the objectives are somewhat similar. Once we know what those are within the educational community, I think individualized instruction is necessary.

Mr. BELL. Thank you, Dr. Porter. I appreciate your testimony and the answers to my questions. I think they have been excellent.

Mr. Sarasin, do you have some questions?

Mr. SARASIN. Yes.

Dr. Porter, may I also congratulate you on an extremely well-prepared statement. I am still confused as to the method of testing. Is this done on a statewide basis so that all students are competing in a testing sense with each other?

Dr. PORTER. Let me attempt to respond to that and I won't go into great detail. In this little green book I provided you we lay out how we have differentiated in Michigan between assessing student needs by testing and evaluating and measuring the effectiveness of what happens in the classroom. There is a big difference between those.

For 3 years in our State many of the educators were confusing those. We do assess all students by an instrument which will be, starting in September, an instrument developed by local school district personnel. That is merely to give the local school district some ideas of how we are moving toward quality education which we think in our State we are able to define now. That is not an evaluation of the effectiveness of the teacher or an evaluation of the effectiveness of the school. That comes in a different testing mechanism.

So in our State we have an assessment statewide and we discover those students who don't do as well as other students.

Let us just take reading. We say then as to those students who take the course, and according to our law this is the student at the 15th percentile and below, "Here is a lump sum of money to see, Mr. Educator, if you can make a difference in meeting the needs of those students that you have identified and we have identified by the State tests.

"Now what you have to do yourself is pretest those students on your own diagnostic instrument, which is the second step based upon the performance objectives to really see what kids need that you have been given the money for. And at the end of the year we are going to post-test and have an outside evaluator come in to see if you were able to make a difference in the students."

That is written into our statute.

Mr. SARASIN. Would the objectives be the same throughout the State or would they be different in different school districts?

Dr. PORTER. That is one of the controversies. In my opinion the objectives cannot be that much different. What we want to happen in Bloomfield Hills in terms of students reading ability is not going to be that much different from what the teachers and the parents in Detroit would want for their students. Where the difference comes in is how you provide the instructional program to get the students in Bloomfield Hills and get the students in Detroit to acquire those kinds of basic skills.

So in my opinion unless you assume that the children in Bloomfield Hills are going to go to school in Bloomfield Hills and work in Bloomfield Hills and die there, you can't assume you have a set of objectives that are much different from objectives in Florida or anyplace else where one-third of our society moves across the country every year.

But the delivery system to get the students to learn how to read or to acquire certain mathematical competence must be different because in Bloomfield Hills, which is one of our wealthy districts, the clients in that district are much different from the clients in inner city Detroit, but they want to go to the same kind of colleges, they want to acquire the same kind of jobs, they want the same kind of proficiencies. Therefore, you have to have some common thread in your performance objective.

Mr. SARASIN. Thank you very much.

Mr. BELL. Mr. Huber, who I believe is from the State of Michigan.

Dr. PORTER. He is our newest Congressman.

Mr. HUBER. Dr. Porter, I notice you have a book called "The Common Goals of Michigan Education." I received that from Jim O'Neil here a couple weeks ago when he stopped in to talk to me. The thing I was a little confused about in your comment is that it seemed to me you said that you rely upon the teacher in determining the objectives of the particular program. I thought you said you left it up to the teacher to decide what she wanted to accomplish with the 30 pupils under her tutelage.

Dr. PORTER. Just the opposite.

Mr. HUBER. That could be. I might like to take a look at that transcript. I thought you indicated to us that you wanted the teacher to say what she thought could best be accomplished. Would you comment on that?

Dr. **Porter**. I would, Congressman Huber. We involve parents, people from the colleges, teachers, school administrators, guidance people, two parents and two students in what ought to take place in the school. You know, the citizens of the community have to determine what ought to take place in the school in terms of the goals and the performance objectives.

The goal is the first step. Then you translate those goals into the performance objective. It is the teacher's job then to develop an instructional program that will enable an increasing number of students to acquire these kinds of proficiencies. But you cannot have, it seems to me, the educational community determining what ought to be taking place in isolation of the society or community in which the instruction is taking place.

Mr. **Huber**. Let us pursue that just a little bit. You said that it is up to the teacher then to implement this?

Dr. **Porter**. That's right.

Mr. **Huber**. I wonder whether or not a teacher can do that. I wonder if they individually have that tremendous talent to be able to understand that. It seems to me you are putting a tremendous responsibility on each individual teacher to be able to do something that is almost a specialty, at least that was the impression that I was under. Aren't you expecting an awful lot of those teachers?

Dr. **Porter**. Yes, we are. But let me say in response to your question I don't believe in holding a teacher accountable for trying to deliver the kind of quality education we are talking about without holding the entire school system and community likely accountable. We have to develop, and we don't have this in education, a management system that will pool its resources to do the job. I would agree if you are taking my statement in isolation that the teacher alone will not be able to do this magnificient thing.

First of all, it is not going to happen that way. Secondly, as I travel around my State the teachers are saying two things to me and I agree with them. One, you are asking us to do something that we weren't trained in the college to do. Second, you are asking us to do something that we don't have time and management skills to do.

If you want us to do it, you will have to develop a different kind of management system. Therefore, in our State we are beginning a move toward saying that the building principal has to be perceived now as the manager of that institution, of that elementary school, and the 15 teachers that are there have to be pooled together as a management team.

Every teacher is not a good mathematician instructor. The way it has been in self-contained classrooms is that every one had to teach math. As you look at a building under our system you have to have tradeoffs and you have to develop a management system whereby one of the teachers may provide the instruction for most of the students in reading because she has the talent, the knowledge, and the management skills to turn the student on.

In another setting you may have an entirely different kind of delivery system. That is what we are trying to move toward. That is the reason I said there must be a difference, a great difference, in the instruction that takes place within school districts even though the objectives may be somewhat similar.

Mr. Huber. I served for 20 years on the board of St. Francis Home. You may be aware of that school, all boys. The type of student has changed in the last 20 years from a broken home sort of situation to children with problems. One of the things which has been interesting to me is the testing procedures that we have done there at St. Francis for remedial reading. These testing procedures are for those people of which we have a considerable number, who have demonstrated a particular problem.

Now the expectation of recognizing that problem and coping with it is not in the hands of the individual classroom teacher. It seems to me that the results which we get, and I presume our reports are accurate, are most encouraging on the way they spot a problem, the way they move in and spot that problem for the child and the way they move in and in a year the progress that can be made under proper situations. We do it with a limited budget.

As I listened to your presentation and the question of who makes some of these decisions, as to how we are going to implement this and how this is going to be done, it almost seemed to me to be putting too much responsibility in the hands of a person who you yourself say is not trained for this kind of decisionmaking. Maybe there is too much of a scarcity of people who can supplement that deficiency in solving the problems and expecting many of the teachers to have abilities which would be sufficient to qualify them to be superintendents.

One of the things that Mr. O'Neil said that I was interested in on the busing situation, and I would like some comments on this, is that busing might take the very people who need the special type of funding programs out of the area where they are being made available. You talk in terms here of these special funding programs. Is that a problem? Would busing tend to move people out of an area that we are trying to put money in to compensate for, into an area where they wouldn't get those programs by being bussed? Is that a problem?

Dr. Porter. Under title I it could be a problem. That is what Congressman Ford was speaking to in part. But in some instances the movement might be desirable. Under the funding program it could be a real problem. For example, as you well know if you were to move students permanently from Detroit into a suburban area the title I funds would not follow the student after the first year.

Because of the *Roth* decision we have had a great deal of discussion with the Federal Government regarding that particular issue. At the same time I would like to emphasize that I am not here to argue for or against revenue sharing or categoricals. I don't think that is the issue in terms of what is needed to make a difference in students, but there are problems, as Congressman Huber says, in regard to that particular issue.

Mr. Huber. That is all.

Mr. Bell. Mr. Towell from Nevada, do you have any questions?

Mr. Towell. No, Mr. Chairman.

Mr. Bell. Mr. Sarasin.

Mr. Sarasin. Dr. Porter, again a question on the creation of the goals. In your experience when you have encouraged the community to become involved and to set the goals for the particular district or particular school, I think when I asked you that question before i the goals were standardized across the State, you said in your opinion they are going to be anyway. When you involve the community in that situation, do you find that they actually tend to become standardized, is that the goals at each level in each community are almost identical?

Dr. PORTER. Yes, Congressman. We are not imposing statewide performance objectives. I think those must be determined locally. All I have said is that our experience has been, and we have experimental scholastic districts doing this on their own, Flint is one of our scholastic districts, Sault Ste. Marie in the Upper Peninsula of Michigan, Bloomfield District, we have discovered that when the teachers sat down with parents and said, "What is it we would like to accomplish in reading" and we compared this with all over the State they all wanted to accomplish about the same thing. So we are saying, you know, set your own performance objective if you want to. If they vary—it is pretty obvious to us right now they are not going to vary that much, but you have to set them in advance. We are not trying to standardize them, but we are discovering that for basic skills.

Now we are talking about the basic program, social science, science, math, even psychomotor skills. We have in the State of Michigan so-called understanding, getting along with others, and citizenship. Even in that area which has been difficult to write up and in music and fine arts, they don't vary that much, Congressman.

Mr. SARASIN. Thank you.

Mr. BELL. If there are no further questions of the witness, this meeting will be adjourned until 9:30 a.m., Monday, February 5, when we will hear from representatives of title I of our National Advisory Council, and title III of our National Advisory Council, and from the American Library Association and the Catholic Library Association.

This meeting is adjourned until 9:30 Monday morning.

[Whereupon, at 10:45 a.m. the subcommittee adjourned, to reconvene at 9:30 a.m., Monday, February 5, 1973.]

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

MONDAY, FEBRUARY 5, 1973

House of Representatives,
General Subcommittee on Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:40 a.m., pursuant to recess in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins [chairman of the subcommittee] presiding.

Present: Representatives Perkins, Meeds, Hawkins, Lehman, Quie, Towell, and Huber.

Staff members present: John F. Jennings, counsel; Christopher T. Cross, minority staff assistant; and Toni Painter, secretary.

Chairman Perkins. The subcommittee will come to order. A quorum is present.

The general Subcommittee on Education is today continuing hearings on H.R. 69, which reauthorizes the major Federal laws affecting elementary and secondary education, and H.R. 16, which authorizes a new program of Federal general aid.

We are very pleased to have testifying before us today witnesses representing four groups which have greatly contributed to the success of the programs authorized by the Elementary and Secondary Education Act of 1965.

We will begin the testimony with Mr. Alfred Z. McElroy, chairman of the National Advisory Council on the Education of Disadvantaged Children.

Come around, Mr. McElroy. You may proceed in any manner you prefer.

STATEMENT OF ALFRED Z. McELROY, CHAIRMAN, NATIONAL ADVISORY COUNCIL ON THE EDUCATION OF DISADVANTAGED CHILDREN, ACCOMPANIED BY MRS. ROBERTA LOVENHEIM, EXECUTIVE DIRECTOR

Mr. McElroy. Thank you, Mr. Chairman. Each of you, I think, received copies this morning of the statement we are making from the National Advisory Council. I have my statement here that I will read and discuss, and also answer questions as the Chairman sees fit.

Mr. Chairman and distinguished members of this subcommittee, I sincerely appreciate the opportunity to be here this morning.

As Chairman for nearly 2 years of the National Advisory Council on the Education of Disadvantaged Children, as a senior member of the elected Port Arthur, Tex. Independent School Board, as the parent of four school-aged youngsters and as a taxpayer, I am grateful for the opportunity to take part in what promises to be the greatest national debate over the Federal approach to educating the disadvantaged since the Elementary and Secondary Education Act—ESEA—was passed in 1965.

The National Advisory Council is the statutory, Presidentially appointed council charged with review and evaluation of programs under title I, ESEA and other federally funded programs serving disadvantaged children, including the poor, handicapped, delinquent, migrant, and other children found to be educationally deprived.

Our council budget is drawn from title I, ESEA funds, and our 15 members include education professionals from every level of the education process, a juvenile court judge, civic leaders, businessmen, five women and significant representation from black, Spanish-speaking, Appalachian, oriental and other minority and ethnic communities across America.

In the interest of conserving time, I have attached to my testimony a list of the NACEDC membership, including their occupational and geographic backgrounds and their terms of service.

Chairman PERKINS. Without objection, these attachments will be inserted in the record.

[The information referred to follows:]

APPENDIX

STATE-BY-STATE PER PUPIL COST FISCAL YEAR 1971, WITH 1960 CENSUS DATA USED—(28 PROMISING PROJECTS)

NATIONAL ADVISORY COUNCIL ON THE EDUCATION
OF DISADVANTAGED CHILDREN,
Washington, D.C.

TITLE I PROJECTS THAT HAVE IMPROVED THE ACHIEVEMENT LEVEL OF EDUCATIONALLY DEPRIVED CHILDREN

The National Advisory Council on the Education of Disadvantaged Children must be concerned about how we can improve Title I and successes among all compensatory programs according to our statutory obligation.

NATIONAL ADVISORY COUNCIL

SEC. 148. (a) There shall be a National Advisory Council on the Education of Disadvantaged Children (hereinafter in this section referred to as the "National Council") consisting of fifteen members appointed by the President, without regard to the provisions of title 5, United States Code, governing appointment in the competitive service, for terms of three years, except that (1) in the case of initial members, five shall be appointed for terms of one year each and five shall be appointed for terms of two years each, and (2) appointments to fill vacancies shall be only for such terms as remain unexpired. The National Council shall meet at the call of the Chairman.

(b) The National Council shall review and evaluate the administration and operation of this title, including its effectiveness in improving the educational attainment of educationally deprived children, including the effectiveness of programs to meet their occupational and career needs, and make recommendations for the improvement of this title and its administration and operation. These recommendations shall take into consideration experience gained under this and other Federal educational programs for disadvantaged children and, to the extent appropriate, experience gained under other public and private educational programs for disadvantaged children.

(c) The National Council shall make such reports of its activities, findings, and recommendations (including recommendations for changes in the provisions of this title) as it may deem appropriate and shall make an annual report to the President and the Congress not later than March 31 of each calendar year. Such annual report shall include a report specifically on which of the various compensatory education programs funded in whole or in part under the provisions of this title, and of other public and private educational programs for educationally deprived children, hold the highest promise for raising the educational attainment of these educationally deprived children. The President is requested to transmit to the Congress such comments and recommendations as he may have with respect to such report.

(20 U.S.C. 2411) Enacted April 11, 1965, P.L. 89–10, Title I, sec. 2, 79 Stat. 34; amended Nov. 3, 1966, P.L. 89–750, Title I, sec. 115, 80 Stat. 1197; redesignated and amended Jan. 2, 1968, P.L. 90–247, Title I, secs. 108(a)(4), 110, 114, 81 Stat. 786–788; amended and redesignated April 13, 1970, P.L. 91–230, Title I, secs. 112, 113(b)(4), 84 Stat. 125, 126.

In an effort to comply with this obligation, we asked State Title I Coordinators to bring documentary evidence of Title I successes in their states. As a result, we have enumerated twenty-eight programs that demonstrate promise. The Council will make on-site visits and other further studies to confirm the reports of State Title I Coordinators of the successful operation of these projects by April 1, 1973.

Bernard Asbell in the "New Improved American"[1] defines the disadvantaged child as a child of another world who eventually accrues increasing disrespect for middle class rules and values. Ability to play by these rules is necessary to academic success. "Teachers in first to third grade feel that the child is slipping away. By the fourth grade he has fallen behind. By the eighth grade he may be as many as three years back, his mind closed, his behavior rebellious. By high school he is more likely a dropout, headed for chronic unemployment, disdaining the outside world . . . a world that already disdains him, secretly contemptous of himself."[2]

The schools have been asked to take prime responsibility for the growth of our nation's children by default. Failure of students to achieve the goals society sets for its children, therefore, is a reflection of the school's inability to assume responsibility from other societal institutions.

The Elementary and Secondary Act of Title I was passed to assist school systems in becoming more able to meet the needs of educationally deprived children. The State Title I projects in this report were chosen because they display an effort to prevent failure and correct the problems encountered in their local school districts. These projects are diverse in nature and scope depending on the needs of the students. The educationally deprived child can be found in Harlem, a small town, the rural slums of backwood Appalachia, in the Spanish barros of El Paso, on American Indian reservations or on the fashionable streets of Scarsdale.

Projects are designed to improve the cognitive domain and the affective domain. Cognitive skills are the basic skills such as reading and mathematics—the two primary areas of failure for the disadvantaged child. The affective domain involves changing the feeling, emotions, attitudes, values and personality of the child. Studies have shown that a child who has a poor self-concept cannot learn to the best of his ability. Therefore, it is pertinent that time, effort and money be utilized in the affective domain as well as the cognitive domain.

Certain variables are to be taken into consideration when measuring the gain of the pupils. Many of the children enrolled in the projects are of low ability and some have severe learning disabilities. The average title I child has a history of gains in one year of less than a year; therefore, when the gains are evaluated, the prior level of achievement should be considered. For some children, the slightest gain can be considered a success.

We want to share some of these promising programs with you to show how title I is working to prevent and correct the failure of our schools.

SALT LAKE CITY, UTAH

"I like Operation Prime, it realy [sic] gives people a chance. When I first came to the seventh grade. I didn't no [sic] how to read very fast and even when I did read slow, I could not understand what the story was about. Now I can read real good and understand what I am [sic] reading. I like this program, it is fun. And I wish the other schools could have this opportunity as we do."

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[1] B. Asbell, *The New Improved American*, New York, McGraw-Hill, 1965, pp. 82–83.
[2] *Ibid.*

A student participating in a Utah title I project which offers reward in terms of skins (Special Knowledge Incentives) or free time to be used in the game room (Reinforcement Event Room) wrote the above paragraph. The skins are equivalent to half a penny and are exchanged for cash.

Both the cognitive and affective domain are considered in the design of this program. To improve the reading skills there will be an increase in deceding skills and fact comprehension. The mathematic objectives are designed to cover the fundamental operations of addition, subtraction, multiplication and division. The students will be able to comprehend the beginning number concept of place values and understand the concept of fractions and decimals.

Each student worked with a sophisticated flow chart that enabled him to work at his own rate and level. All material was designed or programmed into mini-assignments. Work was evaluated and rewarded immediately. No one was paid in time or money for less than 80% performance.

Most of the students spent a full nine months in the program. According to this study, none of the students have shown a full year growth in a regular program, therefore, any growth of one year or more should be significant.

The program started with 185 students. One hundred and seventeen completed the program. Results were reported for reading only using the Gates McGinitie test "D" form 1 and 2. Test results are reported as grade placement scores, raw scores are on file at the school. The pre-test was given in September 1971 and the post test in May 1972.

In the seventh grade on the vocabulary section of the test, 38 students showed .1 to .9 years of growth. Sixty-four students showed 1 year to 4.9 years growth. Fifteen students showed a decline of .1 to 4.9 years growth. In the comprehension section of this test, 33 students showed .1 to .9 years growth and 76 students showed 1 year to 7.5 years growth. Seven students showed a decline.

In the eighth grade on the vocabulary section of the test, 26 students showed .1 to .8 growth. Thirty students showed 1 year to 3.9 years growth and 12 students showed a decline. In the comprehension section of the test 20 students showed a .1 to .9 years growth and 42 students showed a 1 year to 7.9 years growth and 6 students showed a decline.

The Salt Lake Tribune stated, ". . . the program is not only producing academic achievement but is shaping behavior patterns and eliminating discipline problems."

Operation Prime, Granite School District, Central Junior High School, 3031 South 2nd East, Salt Lake City, Utah.

EARLE, ARK.

In an effort to recognize and select those students in the regular classroom with potential ability but whose performance level was below their capabilities, Earle, Arkansas, came up with one basic objective for its remedial reading program. On the basis of pre-testing and post testing, the individual student will advance in reading comprehension at least 1.2 years as measured by the Stanford Diagnostic Test.

The remedial reading students were selected from the regular 4th, 5th and 6th grade classroom. These students were selected on the basis of their capabilities to perform at a higher level in reading comprehension than they had previously done. The classes contained 12 students and met 45 minutes a day. Sixt-eight students were assigned to the classes, but due to uncontrollable variables such as transfers and withdrawals only fifty-nine students completed the year's work. Parents of the students worked closely with the teacher.

Teaching techniques consisted of a combination of methods in a basic schedule which included instructions in reading skills and comprehension. Materials used included the SRA lab, tapes, films, individualized reading programs of the school's library, etc.

Instruments used in measuring the growth in this program were the California Achievement Test, SRA ending color level, teacher made tests evaluations and informal reading test. The results for this report were made on the basis of the post test of the Stanford Diagnostic Reading Test.

When the growth of all fifty-nine students was converted to a mean score, the gain was 1.0 years. The two reading teachers expressed feelings of satisfactory accomplishments in this program. The sense of accomplishment was also indicated by the student's attitude toward the reading program, greater interest in class assigned readings as well as outside readings, and a better attitude toward school work because of comparable improvement in other subject areas brought on by improved reading skills.

Earle Special School District,
Mr. Sam Bratton,
Superintendent of Schools,
Earle, Ark.

CONWAY, ARK.

Reports from Conway, Arkansas, show that pupils have developed more positive attitudes toward school and this positive attitude is being reflected by improvement in attendance and in participation in group activities. Children are showing less aggression during play periods and physical education.

The objectives used for their remedial reading program 027 are: (1) Those selected in grades one through six will increase their performance level by one grade level during the 1971–72 school year as measured by the pre and post testing using the SRA standardized tests. (2) The selected students will show a change in self-concept, individual attitude toward school, and life in general.

One fifth grade group as a whole met the objectives in every area and exceeded in its composite, mathematics, social studies, science and use of sources. This was a step forward in preventing failure before it began.

The students were given the Blue Level SRA Multilevel Achievement Series which covers Reading Comprehension, Reading Vocabulary, Total Language Arts Mathematic Concepts, Computation, Total Mathematics, Social Studies, Use of Sources and Science.

Listed below is the analysis of the SRA achievement scores for the title I class at Sallie Cone Elementary School in Conway, Arkansas for the school year 1971–72.

Subject area	SRA achievement scores by grade equivalency		
	Pretest	Posttest	Change
Composite	4.0	5.1	+11
Reading	3.9	4.9	+10
Language arts	3.9	4.9	+10
Mathematics	4.0	5.1	+11
Social studies	3.8	5.7	+19
Science	3.8	5.3	+15
Use of source	3.8	5.4	+16

The teachers felt that objective number two was met because the students attitudes changed from negative to positive after being placed in smaller groups where instructions were more suited to their level of performance. The teacher even stated that her attitude toward some of the children changed.[1]

Mr. Bill Abernathy,
ESEA title I,
Conway School District,
Mitchell & Prince Streets,
Conway, Ark. 72302.

PHOENIX, ARIZ.

This project was designed to raise the reading/communication skills level of 185 ninth grade Indian students by 1.0 or more years as measured by the Gates McGinitie Reading Test.

The students were divided into four groups of approximately 47 students. Each group spent one hour daily for a nine week period in laboratories which were under the direction of two reading teachers and two aides. They were given instructions in multi-media methods, high interest-low readability materials, and individualized tutoring. In the media laboratory, students utliized programmed materials an instant replay television system. Daily exercises in dictating and rescribing were conducted in the oral and written communication laboratory. Ninth grade students reading four or more years below grade level were selected for this program.

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[1] Studies have shown that a teacher's perception and expectations of a student can produce positive or negative results in the classroom.

The students in this project gained an average of 1.60 years during their nine week exposure. The largest gain for an individual cycle occurred in the third quarter with the gain being 1.13 years. The smallest increase, 1.03 years took place in the second quarter. Since the gain made by the students surpassed the objective of 1.0 or more years, it would appear that reading instructions utilizing individualized procedures and multi-media techniques shows considerable promise.

Phoenix Indian High School,
P. O. Box 7188,
Phoenix, Ariz.

RIVERSIDE, CALIF.

Riverside, California, had a high dropout problem which was related to incidents of drinking and glue sniffing in 1969–70 and 1971. In an effort to alleviate these two related problems, this project designed their objectives to: (1) decrease incidents of behavior problems, drinking and glue sniffing by one-third as determined by the comparison between incidents in 1969–70 and 1970–71 and (2) to reduce dropout percentages rates by one-half as determined by the comparison between the dropout rate in 1969–70 and 1970–71.

Teacher aides under the direction of a professional fine arts director were used to work with students who had emotional and/or behavioral problems and who were potential dropouts. Work groups were involved in beadwork, leather crafts, painting, weaving, ceramic, and as many phases of art and crafts as possible. Native craftsmen were brought in from five major tribes represented at the school. Students were encouraged to cross tribal lines in order to learn about the arts and crafts of other tribes which increased skill and pride in native arts and crafts. In order to challenge some of the students who were behavior problems, activities were devised and implemented on a one-to-one small group basis covering sports, games, hiking, swimming, etc. Activities were held on and off campus.

In the 1969–70 school year there were 819 reported incidents of drinking resulting in a ratio of 1.18 incident per student. Similiar reduction in incidents of glue sniffing were also evident. The difference found in comparing the ratio of incidents per students show a –.37 or a 37% reduction in drinking and a –.20 or 20% reduction in glue sniffing per 100 students. There was a 9.1% dropout reduction.

Sherman Indian High School,
9010 Magnolia Street,
Riverside, Calif.

RIVERSIDE, CALIF.

In 1972, Sherman Indian High School used their title I funds for a Reading Development Laboratory. A total of 250 students participated in the projects in grades 9 through 12.

The objectives of the program were designed so that: one hundred twenty-five students in grades 9 and 10 will increase their reading scores 3.0 years as measured by the California Achievement Test, Reading sub-scores; fifty 12th grade students will increase their reading scores 2.0 years as measured by the California Achievement Test, Reading sub scores; and seventy-five 11th grade students will increase their reading scores 2.5 years as measured by the California Achievement Test, Reading sub-scores.

This activity involved two laboratories: one utilizing EDL's Learning 100; the other utilizing EDL's Reading 300. The laboratories were located separate from the regular classrooms. Teacher to student and aide to student ratio was 1–15. Students were involved in this activity 45 minutes per day, five days per week.

This project used a pre and post test to evaluate their students. The results show that pupils in grade 9 increased their reading scores an average of 1.15 years which is an increase of approximately 1.6 months for every month in the program. In addition, pupils in grade 10 increased their scores .70 years, and pupils in grade 12 increased their scores .55 years. The students did show a gain on their post test scores, however, the gain was not sufficient to raise the pupils scores to the national average.

Sherman Indian High School,
9010 Magnolia Street,
Riverside, Calif.

EL PASO, TEX.

The Remedial Reading Laboratories in El Paso were designed to improve the reading achievement of disadvantaged students in grades four through twelve and thereby enable them to profit from regular classroom instructions. Selection of students was based on objective criteria defined by specially derived formulas. In general, they were of average intelligence but were nevertheless reading from 1 to 1.5 years below their grade level. The majority of the target population served was Mexican American. Language difficulties often associated with their background complicated the student's reading problems. Remedial labs located in each of the target area schools were staffed by special reading teachers. Students were taught in small groups of about eight pupils for 50 to 60 minutes each day. Classroom procedures were based on the use of individually prescribed instructions.

Results from the El Paso program show that all mean scores of students in the program were greater than the .8 grade equivalent expected for "average" students. The scores ranged from 1.6 to 2.2 grade equivalent units and proved to be both educationally and statistically significant.

Mrs. Edwa Steirnagle,
Title I, Remedial Reading Program,
El Paso Public Schools,
P.O. Box 1710,
El Paso, Tex.

CLEVELAND, OHIO

The Cleveland, Ohio, Diagnostic Reading Clinic's interdisciplinary staff provided diagnostic and remediation services to children in grades four through seven from 90 of Cleveland's title I schools. Pupils received in-depth diagnosis by the clinician, psychologist, nurse and speech and hearing specialist. Based on results of the diagnostic screening, a highly organized instructional plan consisting of carefully selected techniques, procedures and materials was written for each child by the remediation team. The child received his individually prescribed remediation from a certified reading clinician for one hour a day, five days a week.

A total of 532 public and nonpublic school pupils were served, and a random sample of 62 students were chosen for evaluation purposes. Results were measured in terms of comprehension and vocabulary, and in terms of the student's length of participation. Results indicated student gains in vocabulary and comprehension ranging from 3.44 months to 5.03 months for each month of participation.

Mrs. Pauline Davis, Director,
Diagnostic Reading Clinic,
Jane Adams Annex,
4940 Carnegie Avenue,
Cleveland, Ohio

LEOMINISTER, MASS.

Project MARS (Make All Reading Serviceable) offered special reading instructions to over 200 public and parochial school disadvantaged children in grades one through four. The primary objective was to raise the reading performance of students to a level consistent with their potential reading ability. Students were admitted to the program on the basis of three criteria—standardized reading test results, daily classroom performance and the evaluation of students by teachers and principals.

An average gain of .69 for second graders was reported, .81 for third graders and 1.03 for fourth graders participating in the 6-month program. These results exceeded the gains expected of average children in regular classrooms.

Mrs. Geraldine Merrick,
Director, Project Mars,
Leominister Public Schools,
Leominister, Mass.

OCONOMOWOC, WIS.

Oconomowoc's "Comprehensive Program for the Educationally Handicapped" is unique in the sense that it is designed to break the cycle where the conditions of poverty, education, retardation and illiteracy are a continuous process throughout the lives of disadvantaged children.

There are points in this perpetuated cycle where the educational system can influence and alleviate these negative conditions which predetermine academic failure. Taking the points of influence in this cycle into consideration—birth, preschool, high school, and the time prior to birth, 280 children in grades prekindergarten, first and twelfth grade were selected for this project.

Child development activities for 80 high school girls focused upon the role of the mother in early childhood education. Recent studies emphasize that children who are exposed to special educational programs during the critical period of early childhood—from birth to age 4—will be equipped for the formal school process they meet later. Emphasis was put on practical work experience (e.g., in maternity wards, nursery school, etc.). Courses were designed for the expectant mother. Parent of pre-school children were called in for consultation. A lab nursery was utilized that served 20 children.

In the child development program, on the average, students had 8% more questions correct on the post test than on the pre-test. A rating scale was used which showed an increase in positive attitudes toward class, especially field experience. In the maternity ward an 80% positive rating was given on hospital presentations and favorable reactions of parents. Parents comments during consultation made positive comments over negative ones 10 to 1. In the lab nursery school there was a 20% increase in the average level of skill mastery of various tasks. The post test scores were average or above average at the primary level.

Mr. R. E. Geraghty,
521 Westover Street,
Oconomowoc, Wis.

CAMBRIDGE, WIS.

Cambridge "Pre-School Development" used their title I funding to work with 25 pre-kindergarten and kindergarten children. According to their report, growth and/or change should occur in the following areas: cognitive and language development; perceptual motor skills; personality and social development; parent's perception of the child and his needs, community values and attitudes toward early education. Evaluation was focused on the individual problem of each child. The children were sorted in low IQ groups according to their ability and measured in terms of gains.

Using the Stanford-Binet, Form L–M, 3 year olds showed an average IQ gain of 25 points and the 4 year olds gained 20 points. The Peabody Picture Vocabulary Test showed an average gain of 21 points for 3 year olds and 22.40 for 4 year olds. On the test of Visual Motor Integration 3 year olds showed an age equivalent gain of 14 months and 4 year olds showed a gain of 20 months. The Boehm Basic Concepts Test which measures a child's ability to use conceptual language showed the 3 year olds showing an average gain of 12.50 and the four year olds showing a gain of 18.16.

Mr. George Nikolay,
Cambridge, Wis.

MANCHESTER, MICH.

Manchester Public Schools designed their remedial project with emphasis on reading, mathematics and social studies. Students in grades K–8 and 10–11 were chosen on the basis of their chronic academic failures as indicated in their cumulative records.

The program was based on small group instructions and individualized attention. All forty students received both the pre and post test. The data showed a growth rate of 2.3 months per month during the 8-month period between testing.

Marian Kime,
Manchester Public Schools,
Manchester, Mich.

CLARKSTON, MICH.

Clarkston Community Schools selected students in grades 2 and 3 whose cumulative record indicated chronic failure to achieve in school to participate in their title I project. Cumulative school records of all possible participants were reviewed. Students were recommended to the program by either the principal or the teacher.

An extrinsic reward schedule was used initially for motivational purposes. In some cases, the reward schedule was gradually reduced as the student was able to gain more intrinsic rewards through achievement. Instructions were provided on an individual basis and in small groups.

The 330 participants were given a pre and post test using the Botel Word Recognition Gray Oral Paragraph and Stanford Reading. The data showed a growth of 1.9 months per month during the 8-month period between testing.

Robert E. Brunback,
Clarkston Community Schools,
Clarkston, Mich.

LA CROSSE, WIS.

In an effort to prevent learning difficulties among disadvantaged children through early identification and treatment, the La Crosse school system selected 493 children pre-kindergarten and grades 1–8 to participate in their project.

The project was designed to assure gains in self-care, coordination skills, language development and social-emotional responsibilities.

Using the Purdue Perceptual-Motor Survey, the expected mean score of 4.0 for the walking board was accomplished. However, in the Angels-in-the-Snow the expected mean score was 1.7 and the scores indicated only 1.06. The Purdue Perceptual-Motor Survey and the Angels-in-the-Snow are test designed for kindergarten children.

The children had an average gain of 9.3 in vocabulary (prior rate of growth before title I involvement was .06). The average gain in comprehension was 1.02 and the prior rate of growth was .04.

The staff and parents observations indicated that the children showed a greater ability to take part in group activities and an increased willingness to take part in games. The self-concept of the children also improved.

Kenneth F. Storsandt,
423 Cass Street,
La Crosse, Wis.

MILWAUKEE, WIS.

Milwaukee, Wisconsin's Returnee Counselor Program worked with 249 pupils who were returning to school from correctional institutions. Their objective was designed to lessen the recidivism of these pupils.

Special attendance and suspension procedures for the returning pupils were agreed upon by school administrators and project personnel. Counselors visited pupils' homes to inform parents of the efforts and plans of the project as well as to enlist parental assistance in working with the pupils. The assistance of community groups and the Probation and Parole Department was also requested. Flexible instructions through work experience, individual tutoring and special class placement emphasized the areas of social awareness, work study, and occupational awareness.

The data showed a drop in the percentage of recidivism (26%) for the previous year to 22%.

Mr. Terry Mehail,
C/O Milwaukee Public Schools,
P.O. Drawer 10 K, Room 131,
Milwaukee, Wis.

MILWAUKEE, WIS.

If we measure a program as successful in terms of its survival, then we have to look closely at Milwaukee, Wisconsin's Title I Reading Center Program—a program designed to improve the reading skills and ability of children in 39 inner-city schools. As early as 1966, the program was considered as one of the top 20 Title I programs in the nation for having unique and outstanding qualities by Case Western Reserve University. It was also recognized by the Educational Testing Service in Princeton and the American Institute of Research. Survival is the acid test of successful educational programs when they die out daily.

Milwaukee's program started in 1948 before the advent of Title I, ESEA, as a remedial reading program. In 1966, with Title I funds, the programs acquired multi-media resources—projects slides, films, tapes, etc. They began to work with pupils more on an individual basis and moved into a full diagnostic and prescriptive operation.

1969–1970, brought additional changes to the program. Emphasis was being placed on the teacher as a resource person. One of the major causes of academic failure for our pupils is the teacher. In most inner-city schools there is a rapid teacher turnover and a predominately inexperienced staff.

A reading center was established to help alleviate the problems caused by teacher turnover, etc. The center offered resource services, established continuity in the method and content as to how the reading instruction was maintained. Continuity was not established at the expense of stifling the creativity of the teachers. Sound experimentation was encouraged. Reading teachers and classroom teachers worked closely together and had free reign to use methods and tools in whatever they found effective.

The program works primarily with grades 2–4 which constituted 80% of the participants. However, all children were allowed to come to the center. The child's experience in the reading centers was correlated with his experience in the classroom. The center was not an isolated entity. The pupils were core-city blacks, Mexican-Americans, Puerto Ricans, recent Serbian immigrants, Indians and whites, newly arrived from Appalachia.

Many of the reading teachers and staff worked with the children after school. They promoted hobbies, scouting and sport events. The staff believes that first a child has to have positive thoughts about himself—they helped him discover that he is good at something.

While we do not have actual figures to document the success of this program, the *American Education*,[1] December 1972, reports that tests evaluated by the Independent Department of Education Research and Program Assessment in Milwaukee show that pupil achievement and improvement either met or surpassed original project goals. The average child receiving reading help at this school center made one and one half to two months of reading progress for every month of instruction.

Some children are hampered by severe learning disorders and they do not progress as well as other children. Two separate reading clinics were made available for these children because they need more services than can be offered at the reading centers.

Melvin Yanow,
P.O. Drawer 10 K,
Milwaukee Public School,
Milwaukee, Wis.

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[1] Condensed and reprinted from American Education, December 1972.

HANOVER, MASS.

Hanover Public Schools designed its Title I program, Early Identification and Remediation of Learning Disabilities, to: (1) identify target children's individual and precise learning problems, i.e., perceptual, social and/or emotional; (2) educate the parent of the children concerning their child's learning difficulties and to provide them with insight into ways they might reinforce the school's effort at home; (3) to design remedial services and alternate learning methods on an individual scale to help nullify each child's learning impediments; (4) to help each child reach the highest rate of competence commensurate with his potential in reading and (5) to show a month's gain in reading for each month the child is in the program.

Sixty students were chosen to receive Title I services in grades 2 through 5 on the basis of poor performance on standardized tests and intellectual ability tests. Consideration was also given to below grade level class performance, teacher observations and the guidance department's evaluation.

In order to achieve the objectives, individualized instructions by tutorial specialists were utilized supplementing remedial reading staff. Students participated in small heterogenous groups for alternate learning approaches and they received speech and language therapy. In order to reinforce the schools' efforts in the home, workbook activities were coordinated between the home and the school. Audio visual aids were utilized when necessary.

The staff designed hearing and speech evaluation tests in addition to using national tests to measure the success of their program. The Iowa Test of Basic Skills, the SRA Achievement Test, and the Wechsler Intelligence Scale for Children were used in this project.

The average reading gain per month between pre and post testing via Morrison McCall was 3.4 months and via the Gray Oral Reading Test the gain was 1.9 months. Because of these gains, the early Identification and Remediation of Learning Disabilities project was a success.

Mr. Charles A. O'Donnell, Title I Administrator,
Hanover Public Schools,
548 Main Street,
Hanover, Plymouth County, Mass.

WORCESTER, MASS.

Operation Reading Base (ORB) chose students for its Title I program who were one year below grade level according to standard achievement test (primary grades). Secondary grade students were chosen who were two years below grade level and/or expectancy level according to standard achievement tests. Classroom teachers also had input in the selections.

Eight hundred and seventy students in twenty-one schools were selected in final analysis. According to their objectives, the students were to show at least one month's growth for each month in the program, growth to be measured by pre and post testing with the Gates-McGinitie Reading Tests.

Students attended daily pullout classes for 30 to 45 minutes taught by a compensatory reading teacher who supplemented the regular classroom teacher. Each teacher served about 30 students, four to six at a time. Students were grouped according to their particular need, such as development of comprehension skills and expansion of vocabulary. Instruction for each child was initiated at the pupil's achievement level to insure a success pattern. Individualized program materials, such as SRA Reading Laboratories, allowed pupils to learn at their own rate of progress minus competitive anxieties. A multiplicity of multilevel materials were selected for their attractiveness and relevance to children's interests and experiences. Audio-visual equipment was utilized for developing more effective listening, speaking and reading skills, along with filmstrips, phonograph and other items students could operate independently. Operation of Reading Bases also designed its program to insure that all pupils were exposed to diagnosis for visual and auditory deficiencies.

The Metropolitan Readiness Test, the Stanford Achievement Test and the Gates-McGinitie Reading Test were used as instruments of measurement in this project. The Reading Check List for the Ginn 360 Series was used for primary grades.

Average reading gain per month via the Gates-McGinitie Reading Test showed a 1.34 gain in vocabulary and a 1.37 gain in comprehension. Seven months elapsed between the pre and post testing.

Mr. John Simoncini, Administrative Assistant for
Governmental Relations,
20 Irving Street,
Worcester, Mass.

ROCHESTER, N.Y.

In 1969–70, English as a Second Language was taught in Rochester, New York, using Title I funds. This project provided special English classes for nonEnglish speaking children in 3 public high schools, 6 public and 4 nonpublic elementary schools. Pupils enrolled in the project ranged in ages from 5 to 21, in grade placement from kindergarten through grade 12, including special education classes. Altogether, 611 pupils were enrolled in the English as a Second Language Class: 427 were Puerto Rican, 60 were Italian, 35 were Turkish, 24 were from various other languages populations. All of the pupils spoke little or no English when they entered the project and the classroom teachers who referred them perceived them to be in desperate need of the project.

Specific objectives were designed to: (1) improve, by at least 2 points in total score, a child's oral English language ability in vocabulary, sentence structure, concept understanding and pronunciation; (2) to improve, by at least 2 points in total score, a child's educational productivity as represented by the classroom teacher's opinion of his classroom usage of the English language and (3) to improve, by at least 2 points in total score, a child's oral use of English as evidenced in pre and post tape recordings.

The major element of evaluation design was the pre-post administration of the Rochester English Language Proficiency Test by the English as a Second Language teachers. Results of the Rochester English Language Proficiency Test were translated into terms of a 9 point rating scale with 1 being high and 9 being low. Pre and post project tape recordings of pupils, based on the General Information Response, Oral Response and Comprehensive and Oral Syntax subtests of the Rochester English Language teachers for judgment according to the 9 point scale. Also using the 9 point scale, teachers were asked to complete a Language Appraisal Form for each pupil on a pre-post basis.

On the basis of the data obtained from classroom teachers and from English as a Second Language teachers, a majority of participating pupils did meet the criterion for success. They did improve, by at least 2 points on a 9 point scale in vocabulary, sentence structure, concept understanding, pronunciation, educational productivity in the classroom and oral use of English. This improvement was characteristics of both the elementary and secondary levels.

Wilbur Gert,
City School District,
Rochester, New York.

ALBERT LEA, MINN.

Albert Lea, Minnesota, designed its Title I program, "Improvement of Elementary Language Arts and Reading," to raise reading and speech performance of students to a level consistent with their potential abilities. Five hundred and seven students were chosen in grades kindergarten through 6. Three hundred and ninety-nine students were selected to participate in the reading improvement portion of the program and 108 students were selected to participate in the language arts (speech) portion of the program.

Criteria used in determining who should participate in the program varied from grade to grade. In kindergarten, teachers based recommendations upon their assessment of the reading readiness status of these children. In grade 1 93 children were assessed as being one or more years below grade level in reading readiness on the basis of Metropolitan Readiness Tests and teacher judgment. In grade 2, 83 children were assessed as being one or more years below grade level in reading according to teacher judgment and Scott Foresman unstandardized reading tests. In grades 3, 4, 5, and 6 teacher judgment and performance on Scott Foresman unstandardized reading tests indicating performance of one or more years below grade level were the criteria used for selection of participants.

The procedures for this program included the use of teaching assistants, teacher aides, and language development specialists. Other services available to the language development specialists included psychological services, medical services, and aid through the welfare agency. Equipment used in the project consisted chiefly of the basic reading materials used in the regular classrooms. In addition, there were supplemented materials such as Peabody Kits, Frosting Kits, Sullivan Programmed Reading workbooks, SRA Reading Laboratories, MacMillian Reading Spectrum, etc.

Evaluation of the program was done in three parts: Objective date, subjective data, and narrative description of the speech component.

Realizing that tests are not fallible and that many factors may influence a child's academic performance from day to day as well as over the period of a school year, a careful study of the tabulated data indicates that the 1971–72 Title I Reading Project in District 241 was relatively successful. Even though 64.8% of all participants were still performing below grade level, 43.9% had actually shown a growth of one year or more in reading, with 26.6% now performing at average grade level and 2.5% doing better than average. In addition, teachers felt that 75.9% derived considerable benefit from having been included in the program. It should be noted that higher percentages of children deriving considerable benefit were obtained at the primary level where direct teaching assistance was accorded to classroom teachers.

The fact that 7% of the participants were judged to have received little or no benefit from the program was explained in several ways, c.f. (1) some children had been retained and it was difficult to judge which fact had the most influence on subsequent success; (2) some children displayed social or emotional problems rather than academic; some children needed speech therapy only; (4) there was much absence in some classes; (5) there was some evidence of stubborness and lack of cooperation by certain individuals; (6) a few children were of very low ability, perhaps borderline EMR placement or SLBP candidates; (7) a few teachers expected the program to result in their students being brought up to grade level in reading.

The language development portion of the program was not proposed as part of the 1972–73 project. Speech therapy is now provided entirely by District 241 as part of the Special Service Department.

GRAND RAPIDS, MINN.

The Title I participants in Independent School District 318's project, Basic Skills were those children who had the greatest need for special educational assistance in order that their level of educational attainment would be raised to that appropriate for children their age. The program was designed to provide instructional assistance for students experiencing learning difficulties with their basic skills development. Three hundred and forty-three students were selected from grades kindergarten through 7. Thirteen elementary and three secondary schools were selected throughout the District.

The pupil's specific needs in grades 3–7 were identified for the program by using the Iowa Test of Basic Skills (ITBS) test scores. Below grade three, teacher recommendations were used exclusively. These students needed assistance to promote emotional stability and specific help in designated academic areas. The program was aimed at the concept that more help in the earlier grades will assist in eliminating future student learning difficulties.

Small groups were formed for individualized instructions. The small groups rarely exceeded three or four pupils. These groups were an integral part of the activities program and specific activities were coorelated with the student's personal needs. Regular classroom teachers, program certified instructors, program teacher aides and district specialists worked cooperatively to diagnose participants' learning disabilities.

Results

In grades kindergarten through 2, 67% of the students displayed average to excellent improvement in adjustment, behavior and discipline. Thirty-one per cent of the students made some improvement and 2% made no improvement. There was no regression. In work habits, 63% of the students exhibited average to excellent improvement. Thirty-two per cent showed some progress and 5% showed no progress. As in work habits, there was no regression.

Fifty-six per cent of the students in grade 3 displayed average to excellent improvement in adjustment, behavior and discipline. Thirty-eight per cent of the students made some improvement, 6% displayed no improvement and no students exhibited regression. Fifty-nine per cent of the students exhibited average to excellent improvement in work habits, 25% displayed some improvement in their work habits, 6% had no improvement and no student exhibited regression.

In grade 4, 67% of the students displayed average to excellent improvement in adjustment, behavior, and discipline. Thirty-three per cent of the students made some adjustment. None of the students were in the no improvement or regression categories. Fifty-nine per cent of the students exhibited average to excellent improvement in work habits, 41% displayed some improvement in their work habits and no students were in the no improvement or regression categories.

In grade 5, 57% of the students displayed average to excellent improvement in adjustment, behavior and discipline. Thirty-nine percent of the students made some improvement and 4% reported as having made no improvement. No students regressed. Thirty-nine per cent of the students exhibited average to excellent improvement in work habits, 52% of the students displayed some improvement in work habits and 9% were reported as having no improvement. None were reported to have regressed.

In grade 6, 72% of the students displayed average to excellent improvement in adjustment, 3% displayed no improvement and 3% displayed regression. Sixty-six per cent of the students exhibited average to excellent improvement in work habits, 21% exhibited some improvement in work habits, and 14% made no improvement. No students regressed.

In grade 7, substantial gains were achieved. Twenty students gained one year; Twelve students gained 6–11 months: Six students gained 0–6 months and one student regressed.

For grades 3–7, the actual expectations in general, exceeded the expected objectives.

Dr. Donald J. Gornowich,
Independent School District 318,
820 Pokegama Avenue North,
Grand Rapids, Minn.

MOORHEAD, MINN.

Approximately 304 educationally deprived children participated in a Supplemental Reading Improvement Program in the Independent School District #152. These students were chosen according to the greatest need in the nine elementary and two parochial schools in their district. Through teacher recommendations, students in grades 1 and 2 who were a year below grade level in reading achievement were selected for Title I services. The California Achievement Test was administered every year to all elementary children in grades 2 through 6, and those whose test showed one or more grades below their grade level in reading were placed in the reading improvement program.

Concentated individualized instructions were provided for these target students in order to raise the reading level from below average to one grade level in one year. Most of the instructions were given on a one-to-one basis and in small groups. The groups consisted of two or three pupils, and very seldom more than four. Special Title I teachers worked in the classrooms in conjunction with the regular classroom teacher for a period of 30 to 40 minutes per day to reinforce basic skills acquired in the classroom.

In grade 1, the Stanford Test, Primary I was administered to the students; grade 2 through 6 used the Stanford Reading Achievement Test Form "W".

Ninety-three of the 263 children in the program made gains of 1 to ½ years and above between the pre and post tests. Eighty-nine students made grains from 1 year and above. One hundred and eighty-two out of 283 students made at least a year's gain. However 133 students made from 11 months' gain to 3 years gain.

Alan K Swedberg, Director of Special Services,
Independent School District #152,
Moorhead, Minn.

Successful State Programs in Title I

Even though it is difficult to measure the success of Title I programs on a statewide basis, the following states have done so, and reported as follows:

California reported that in terms of an average 0.7 year's elapsed time between pre and post comparisons on standardized reading achievement measecures, more than 60 percent of the students achieved from 0.7 to more than 1.5 years growth. In mathematics, 75 percent or more of the participants achieved at least a month of growth for a month of instruction in grades three, four, and five.

Ohio reported that 77 percent of the times where standardized tests were used as a measurement, participants engaged in reading and language arts programs gained from 0.6 to more than 1.5 years' growth.

In Colorado a similar standard of one month's progress for one month's participation was used for Title I reading students. Approximately 68 percent of the programs had average gains in reading which were at or above the expected gain.

Indiana's evaluation was accomplished by means of cross sampling the State's projects. In all cases it was demonstrated that, provided the opportunity, the deprived child can show significant progress. This progress was illustrated by post-test mean scores of marked statistical significance over those of a control group in one ample. In another sample, post test scores of a tutored group from target area schools were compared with those of an untutored group from nontarget schools. The tutored group scored from 37.8 percent to 108 percent above the nontutored group.

Kansas reported that one month gain for each month of participation would represent remarkable improvement in reading. Seventy-seven percent of over 5000 students tested had an eight month average gain or more for the eight months of remedial training in reading.

Missouri reported continuing achievement on the part of Title I participants in both reading and mathematics. Statewide weighted means gains of .85 in reading and .97 in mathematics were reported. Since both of these scores are considered significant it is evident that Title I is not only narrowing the education gap for many of its participants but also pushing many far ahead of that normally expected.

3 Attachments:

1. Projects (as submitted by States).
2. Projects (ESEA Title I: *A Reanalysis and Synthesis of Evaluation Data From Fiscal Year 1965–1970.*
3. Trend Process.

Title I Report

FISCAL YEAR 1972

1. None of School District: Hibbing Public Schools, District #701 Hibbing, Minnesota 55746.

2. Contact Persons: Mr. Robert L. Parker, Director, Elem. Education. Mr. Bernard Janesky, Junior High Principal.

3. Project Title: A Unitized Instructional Program.

4. Project Year: 1971–72 (September, 1971–June, 1972).

5. Description of Participants: The Title I children serviced were in a Unitized School and grouped into three (3) units according to ages: Unit A (ages 5–8), Unit B (ages 8–10), and Unit C (ages 10–12).

The Units were further broken down into ability groups (skill development needs) by teacher recommendation from (ages 5–8), and teacher recommendation and the Iowa Test of Basic Skills into six classroom settings in math and reading. The classroom teachers regroup further with the lowest achievement group to provide small group or individualized instruction. These Title I children identified by special in-class regrouping were in the most need of skill development in math and reading and were one year or more below grade level.

6. Describe the Procedure of the Project: The M and M Specialist was needed in three specific classroms to provide methods and materials to aid the teacher in breaking down the sequence of skills the Title I children were having difficulty mastering in math and reading. The classroom teacher and specialist determined skills the children needed by the Iowa Test of Basic Skills, Stanford Diagnostic Tests in math and reading, and the administration of pre and post informal testing in team planned goals for the skill areas.

At this point individual or small group instruction, drill and reinforcement was needed to have these children learn and be able to transfer these skills to similar situations. To aid the children in learning and remembering what they learned much use was made of auditory-visual and kinesthetic or multisensory techniques in teaching.

The back of the room and the hall were the only physical arrangements made to provide these instructions. In Unit C the individuals or small groups changed by the week depending if the specific goal was met. In the Unit A situation the group remained constant, because these children needed a teacher supervised curriculum with flexibility to allow activities to change when the attention span diminished. By April these groups were able to be handled by the classroom teacher due to the fact the attention span increased, individual work habits improved and the specific curriculum goals were planned.

7. *Use of Equipment:* Tape Recorder—Auditory skills were developed by:

1. Pre-recorded on tape a short story. Individual members of the group placed pictures in sequence on flannel board, or numbered their own pictures in a sequence.
2. Pre-recorded story listened to and acted out.
3. Pre-recorded story listened to and/or acted out.
4. Children wrote beginning and/or ending sounds for one word or group of words.
5. Children marked one or more pictures which began the same as the word or words pre-recorded.
6. Marked, responded verbally or pointed to words that rhymed with words recorded.

Verbal Skills

1. Recorded children's voices and children told something about themselves. Purpose: to learn to describe and relate information in complete sentences.
2. Recorded children's practiced oral reading. Purpose: to develop clear enunciation, voice expression, voice quality and average speed.

Drill

1. Children set goal for specific math fact to learn. These were recorded by child or teacher with a ten second interval to write an answer—after fifteen seconds the correct answer.
2. Same procedure for spelling words recorded in sentences. Children have two columns, their words and the correct answers given on tape. This procedure was adapted for individualization in a classroom and also used to teach a basic writing vocabulary in tutoring sessions.

8. *Evaluation:*

A. Objective:

	Number of children
Unit A—Reading:	
Gain 1 year or more	1
Gain 6 months to 8 months	6
Gain 0 months to 5 months	0
Loss	0
Unit C—Reading:	
Gain 1 year or more	3
Gain 6 months to 8 months	3
Gain 0 months to 5 months	1
Loss	0
Unit C—Math:	
Gain 1 year or more	5
Gain 6 months to 8 months	1
Gain 0 months to 5 months	8
Loss	0
Percentage Gain:	
Gain 1 year or more	32
Gain 6 months to 8 months	35
Gain 0 months to 5 months	32
Loss	0

0 percent increase of absenteeism.

B. SUBJECTIVE

	Attitude change		
Unit A—Reading	++	+	0
	0	7	0
Unit C—Reading	++	+	0
	2	4	1
Unit C—Math	++	+	0
	4	5	5
In percentile	++	+	0
	21	57	21

9. Summary.—The teachers whose children participated in the Title I Program learned to deal effectively with children to structure a task or learning situation, to alleviate the feeling of failure, and to be sensitive to the needs and interests of children by building an individual curriculum for small groups and individual children. Individualization was more easily applied when needed because the classroom teachers had experienced it and were learning to break down a task and then provide the multisensory approach needed to teach the skill. In this method the teachers began to deal effectively with individual differences and thus help all children.

The teachers abilities in diagnosis increased when they learned that small, broken down, sequencial steps are necessary for some children to learn due to their poor memory and short attention spans.

Many children developed a sense of identity and self worth when they were able to achieve and measure their own small goals in skill development, and then were able to progress to another small goal.

Re *report of project, title I, ESEA 1971–72*

Requested by: State of Minnesota, Department of Education, title I section.

School district: Independent School District No. 656, Faribault Public Schools, 315 NW Fourth Avenue, Faribault, Minn.

Contact persons: Robert H. Norman, Superintendent of Schools, Arthur J. Straub, local title I administrator.

Name of project: Project for trainable-mentally retarded, phase I, transition room project, phase II, supplementary reading project, phase III.

Year of project: Project No. 251029, schol year 1971–72.

Locale of participants

The city of Faribault has a population of 16,000 persons in nine square miles. Educational needs are served in the elementary grades by six public elementary schools and five nonpublic schools. Unemployment is higher than the national average, 7.1 in November, 1972. At present, 2,600 heads-of-households, working full time, earn salaries considered to be below the poverty level. The average yearly income is presently $5,400. The major occupations of the populace: agriculture, retailing, limited manufacturing, state institutions, and education.

Description of participants

Phase I: Trainable Mentally Retarded. Thirteen severely mentally handicapped children, considered to be in the trainable mentally retarded range, took part in this phase of the project. Their eligibility was determined by a team including the school psychologist, director of special education, school social worker, principal, classroom teacher, school nurse, and other medical personnel.

Phase II. Transition Rooms. This preventative program was geared to the needs of thirty children, ages five and six, who were experiencing limited success in the regular academic setting. In addition to scholastic deficiencies, some of these youngsters manifested various socially maladaptive behaviors and/or emotional problems. The placement of these educationally disadvantaged youngsters was based primarily upon the observations of primary teachers, the school psychologist, school social worker, building principal, Title I project director, and other advisory personnel.

Phase III: Supplementary Reading Program. Approximately one-hundred sixty youngsters participated in this phase of the program—a diagnostic, developmental and remedial program designed to supplement language arts skills acquisition. Characteristics of these children included: functioning a year or more below grade level in reading; and/or performing in the lower quartile of the child's class; and/or the child's daily work usually lower than performance on tests. Approximately forty percent of the youngsters in the total program had attended one or more schools in the past; some of the children were experiencing social or emotional problems; some had speech disabilities; some were physically handicapped; and as there are less than 1% minority pupils in our district, less than 1% minority pupils participated in the program. The children were selected by a team consisting of the classroom teacher, the building principal, the supplementary reading teacher, and the Title I project director.

Project procedures:

Phase I: This program was aimed toward helping the child develop self-reliance and a greater degree of initiative. The ultimate goal for each pupil was some form of job placement. Self-care and grooming skills, safety habits and health care skills were stressed. Work habits were developed through simple house-keeping, cleaning, cooking, planting and caring for a garden, mowing and caring for the school lawn. Arts and crafts, physical movement skills, playground activities and games were utilized in an attempt to help the pupil develop motor skills, as well as learn how to enjoy the particular activity for its own sake.

Emphasis was placed upon learning oral language and social skills. Field trips, films, participation in school activities with other children and joint projects at the local Day Activity Center served to enrich and broaden the experiences of the pupils.

The program was staffed by two certified full time instructors and one aide. The teachers met the present standards for certification set by the Minnesota State Department of Education. The program was approved by the Special Education Section, State Department of Education.

Methods and materials used are those recommended by the best authorities in the field of education of severely retarded pupils. Monitoring activities were performed by the Director of Special Education and the Title I project administrator.

Phase II: As reading disability and emotional difficulties are frequently caused by starting a child in a standard reading program before he has acquired the readiness which will assure success in classroom reading instruction. the transition room curriculum was geared to the prevention of academic failure and socially maladaptive behavior to its onset.

The transition room curriculum was designed to foster reading and number readiness, with special emphasis upon: following directions; increasing attention span; development of careful listening habits; controlling and expressing emotions; increasing memory span; language acquisition and communication skills; development of fine and gross motor skills; concept building; auditory and visual discrimination; and developing and fostering aesthetic values and appreciations.

An individualized program of instruction was utilized for most subject areas. Programmed materials were used to foster immediate feed-back. The emphasis at all times was upon the child feeling he/she was a success. Development of a positive self-image was stressed on an equal basis with scholastic achievement.

All children had access to special resources persons such as the school psychologist and social worker, the speech and language therapist, school nurse, elementary librarian and specialists in the areas of art, physical education, and music.

Transition room instructors were two fully certified elementary classroom teachers, each of whom had eight or more years experience with primary age youngsters.

Phase III: The supplementary reading program is diagnostic, developmental and remedial. The supplementary reading teacher, in partnership with the classroom teacher, diagnoses strengths and weaknesses of the student referred or designated as a target child, and remediates those areas of need, using the developmental approach and teaching for mastery. Instruction was provided on an individual and small group basis. An individualized reading program was developed for each child, once areas of deficit were manifested. Various multi-sensory approaches and techniques were utilized in order to meet the specific need of a particular child.

Materials used in the program were those recommended by the child's classroom teacher. The supplementary reading instructor attempted to equip the child with tools with which he/she might decode the written language successfully and with independence. Of paramount importance to the supplementary reading instructor was the improvement of the educationally deprived youngster's "self" concept. This area was fostered by the attitude and accepting manner of the Title I instructor, by the "success" structured materials, and by controlling the size of the group, thus giving individual attention.

The supplementary reading program might be summed up thusly: assessment of the child's strengths and weaknesses; development and remedial techniques applied to specific deficit; frequent reassessment of progress or non-progress; and teaching for mastery.

Use of equipment:

The bulk of the equipment used in project #251029 and prior projects has been either furniture used to facilitate the learning process of a particular project, or audio-visual materals consisting mainly of overhead projectors, tape recorders, and film-strip projectors. The audio-visual material have been most essential to the success of all phases of the projects. These materials have been used to illustrate unfamiliar vocabulary, introduce new vocabulary and concepts, assist in vocabulary development, provide practical experiences, individualize instruction, assist in exploring personal interest through individual and group projects, provide motivation and stimulation through color, use self testing devices—to name a few specific uses.

Evaluation (objective):

Phase I, Objective 1: Three pupils, ages six to nine, will be able to perform at least 25 of 71 self-care and self-help tasks on their own initiative by the end of the project.

Phase I, Objective 2: Six pupils, ages ten through twelve, will be able to perform at least 55 of 71 self-care and self-help tasks on their own initiative by the end of this project.

Phase I, Objective 3: Four pupils, ages 13 through 16, will be able to perform 71 of 71 self-care and self-help tasks on their own initiative by the end of the project.

Results: Twelve of the thirteen children described above reach the objective specified. The thirteenth child accomplished sixty-eight of seventy-one self/care-help tasks.

Phase II, Objective I: Given 30 pupils with baseline effective attention span to be obtained at the start of the project, to increase the time which each pupil is able to focus his attention span to 90% effectiveness during progressively longer presentation periods until criteria effectiveness is reached during a thirty minute presentation period.

Results, Objective 1: With the exception of one child, all participants reached this objective.

Phase II, Objective 2: Ninety percent of the thirty participants enrolled in the transition rooms will be able to recognize and reproduce twenty of the upper and lower case letters of the alphabet.

Results, Objective 2: Objective accomplished.

Phase II, Objective 3: Ninety-five percent of the thirty youngsters enrolled in the transition rooms will be able to recognize their printed names, and to reproduce their own names legibly by the end of the school year.

Results, Objective 3: One-hundred percent of the participants accomplished this objective.

Phase II, Objective 4: One-hundred percent of the thirty youngsters enrolled in the transition rooms will be able to positively identify the eight major colors and color words.

Results, Objective 4: Objective accomplished.

Phase II, Objective 5: Ninety-five percent of the thirty youngsters enrolled in the transition rooms will be able to demonstrate discriminatory skills with thirteen letters of the alphabet as measured by the Durkin test.

Results, Objective 5: Ninety-three percent of the participants accomplished this objective.

Phase II, Objective 6: Ninety percent of the youngsters enrolled in the transition rooms will attain a score of "B" or better on the Metropolitan Readiness Test, ninety-five percent will achieve a score of "C" or better.

Results, Objective 6: Eight-eight percent of the youngsters enrolled in the transition rooms attained a score of "B" or better on the Metropolitan Readiness Test, one-hundred percent achieved a score of "C" or better.

Phase II, Objective 7: Thirty percent of the children enrolled in the transition rooms will be achieving measurable success in a formal reading program (Sullivan Programmed) at the pre-primer level.

Results, Objective 7: All or one-hundred percent of the children in the transition rooms were achieving measurable success in a formal reading program at the pre-primer level.

Phase III, Objective 1: Of all pupils selected for the supplementary reading program in grades two and three, who are by teacher judgment performing the lower quartile of their class in reading achievement, 85% of the pupils in the program for nine months will show a gain in reading achievement of at least seven months according to the Stanford Reading Achievement Tests, while 60% will gain one year or more.

Results, Objective 1: Seventy-nine percent of the pupils in the program for nine months showed a gain in reading achievement of at least seven months, while sixty-five percent gained a year or more.

Phase III, Objective 2: Of all pupils selected for the supplementary reading program in grades two and three, who are by standardized test one year or more behind their group in reading achievement, 85% of the pupils in the program for nine months will show a gain in reading achievement of at least seven months according to the Stanford Reading Achievement Tests, while 60% will gain one year or more.

Results, Objective 2: Same as above.

Phase III, Objective 3: Of all pupils selected for the supplementary reading program in grades two and three, seventy-five percent will show a positive change in attitude toward self and others.

Results, Objective 3: Ninety-four percent of all pupils selected for the supplementary reading program showed a positive change in attitude toward self and others.

Subjective evaluation:

Arthur E. Bilyeu, Education Program Auditor, made the following comments following his intensive evaluation of Project #251029 in May–June, 1972:

"The auditor observed that the Title I staff in the Faribault Public Schools was conducting their efforts in a professional and competent manner. The teacher-made materials and the trainable program were outstanding as were the numerous shared activities in the transition rooms, and the interesting supplementary reading activities in that phase of the program. All were exemplary and outstanding."

Ms. Kathryn Leo has resigned from the supplementary reading program after four years with the project. Her comments are:

"I am proud to have worked with a program whose goal has been the unconditional affirmation of a given child's life. Besides teaching reading skills, our program has always tried to give each child the feeling that it is good to be alive, that it is good to be on this earth. I think we have always tried to nourish their hearts as well as their heads, and most of my teaching memories lie in this area."

We attempt to keep on file subjective comments by parents whose children have been in the program and classroom teachers whose students have participated, from the various phases of each year's project.

Summary:

In our estimation, Title I funds are reaching educationally disadvantaged children in the Faribault area as intended by the Elementary and Secondary Education Act (P.L. 89–10). The State of Minnesota has developed a comprehensive booklet of regulations and guidelines which assists the local school district in living up to the spirit, intent and letter of the law.

It is our feeling that as a result of state and local monitoring, in-service programs, careful selection of qualified staff members, teaching each skill for mastery and greater regard for the child's view of self, the 1972–1973 program is stronger than those of the past.

Limiting the size and scope of the program to fewer children is proving beneficial. Reaching youngsters in the primary grades appears to be preventing academic failure and socially maladaptive behavior at its onset.

In limiting the size of the programs, various projects have had to be phased out. This does not mean they have been discontinued. Local and state monies are being used to continue a junior high language arts project, a speech project, the trainable mentally retarded program, and the transition project.

We subscribe to the development of adequate persons who hold promise for the future, emotionally, socially and scholastically. We cannot know what knowledge will be needed in the world of the future, the future is at times uncertain. Wrenn sums our philosophy when he states, "the person who has a positive view of self, who is open to experience, who is trustworthy and responsible, who has values, who is well informed, and who is aware that he is in the process of becoming, is the person most able to survive and deal with the future. What is more, he will do a better job for the rest of us."

ARTHUR J. STRAUB,
Local Administrator.

SPEECH AND LANGUAGE DEVELOPMENT PROGRAM, MILWAUKEE, WIS.

Title I support: Yes. Context: Urban.

TARGET GROUP CHARACTERISTICS

Number Served: 136. Dates: 1966–67. Age or Grade Range: first-second grade. Ethnic Group: none given. Other Pupil Characteristics: Mean IQ of 84; low oral language facility as judged by teachers and therapists on basis of oral articulation test.

PROJECT CHARACTERISTICS

Measured Cognitive Objectives: Performance on tests of verbal language skill.
Facilities: other classrooms.
Treatment Duration: Up to three hours per week for 15 weeks.
Components:

Personnel: Supervisor was a speech therapist and licensed in special education with 20 years experience; therapists were state licensed with an average of 7 years experience.

Curriculum: Rich in auditory and verbal stimuli consisting of a sequence of structural units developed by project staff and designed to improve talking and listening skills.

Strategy: Provided small group instruction outside normal classrooms; teacher directive.

Environment: Moderate to highly structured; therapists were flexible in responding to students' needs.

Materials: Some locally developed; others commercially available.

Pupil-Teacher Ratio: 7:1.

Training: No pre- or inservice training specified.

Parent Involvement: Parents informed through newsletters and conferences.

Tests Used: Ammons Quick Test of Verbal-Perceptual Intelligence.

Design and Results: Posttest with follow-up. Performance significantly better than control group.

PROJECT CONQUEST, EAST ST. LOUIS, ILL.

Title I Support: Yes. Context: Suburban.

TARGET GROUP CHARACTERISTICS

Number Served: 1,089. Dates: 1969–70. Age or Grade Range: first-sixth grade. Ethnic Group: mostly Black. Other Pupil Characteristics: Capable students whose reading problems could not be helped by regular classroom teachers; one year or more below grade level in reading; potential to read at grade level.

PROJECT CHARACTERISTICS

Measured Cognitive Objectives: Improvement in performance on reading achievement tests.

Facilities: Three clinics and other classrooms.

Treatment Duration: Grades one-three, ¾ hour a day, 4 days per week/ 7½ mos. Grades four-six, ¾ hour a day, 2 days per week/7½ mos.

Components:

Personnel: One reading specialist; four reading teachers and one aide per clinic; nine specially trained reading teachers shared by "other classrooms;" three school community aides; four supervisors.

Curriculum: remedial reading.

Strategy: Diagnosis in clinics and remediation either in "other classrooms" (grades one-three) or clinics (grades four-six); supplemental to regular school reading program; guaranteed success built in; remediation individualized; teacher directive.

Environment: moderately to highly structured.

Materials: varied; all commercially available.

Pupil-Teacher Ratio: 6:1.

Training: Pre-service training two weeks to one year; inservice training one day per week.

Parent Involvement: Classrooms observers; regularly scheduled conferences; home visits.

Tests Used: Gates Primary Reading, Gates Advanced Primary Reading, Gates Survey, Gates-MacGinitie.

Design and Results: Pre-post design. Gain scores statistically significant; performance significantly better than national norm.

PROJECT MARS, LEOMINSTER, MASS.

Title I Support: Context: Suburban.

TARGET GROUP CHARACTERISTICS

Number Served: 212. Dates: 1969–70. Age or Grade Range: first-fourth grade. Ethnic Group: Irish, French, Italian, Puerto Rican. Other Pupil Characteristics: Performance in reading was below potential ability as determined by diagnostic instruments.

PROJECT CHARACTERISTICS

Measured Cognitive Objectives: Reduction of discrepancy between ability and performance in reading.

Facilities: other classroom.

Treatment Duration: 45 minutes daily for seven months.

Components:

Personnel: One reading specialist, seven teachers specially trained in reading, no aides.

Curriculum: remedial reading.

Strategy: Teacher directive, individual diagnoses, group remediation; supplemental to regular classroom instruction; students released from classrooms; no one teaching technique was characteristic of the program but all differed from tradition.

Environment: moderately structured.

Materials: Commercially available but other than those used in regular classrooms.

Pupil-Teacher Ratio: 6:1 or better.

Training: Inservice once a month and participation in summer reading institute.

Parent Involvement: Teacher conferences and 27 member parent advisory council.

Tests Used: Metropolitan Achievement.

Design and Results: Pre-post design. Gain scores statistically significant; performance significantly better than national norm.

THE TREND PROCESS

A NEW PROCESS AND STRUCTURE FOR EDUCATIONAL DECISIONMAKING

The TREND process responds to two major problems faced by wide school systems nationwide. The first is the difficulty of the school administrator to develop a coherent plan of programs and expenditures for compensatory education. The second is integrating new categorical aid programs with existing school structure so that the priority needs of children can be met. A number of individual attempts have been made by local school systems to overcome the problems. However, most of these have fallen short of expectations. TREND has drawn on the lesson and learned from these attempts and through joint work with state and local school systems, it has developed a practical and tested answer to these problems. Through the TREND planning program and the structure of the comprehensive plan, school systems can, for the first time, get a handle on their community wide effort to provide educational and developmental services for disadvantaged children and youth. This memorandum will summarize the TREND approach and will:

A. Describe the TREND process carried out by local school systems as they develop their comprehensive plans.

B. Introduce the structure and the comprehensive TREND Plan.

C. Present a new planning structure for educational decisionmaking.

A. The TREND Process

The TREND planning and evaluation design consists of seven interrelated tasks followed by local communities, based on: community wide structure of parent and community involvement; a systematic needs assessment; locally developed goals and priorities; and a programming budgeting structure which matches resources with specific program objectives. The seven steps are discussed below:

TASK 1. TREND planning begins with a child-centered Needs Assessment, which identifies the educational and developmental needs of disadvantaged children. This task is accomplished through:

(a) Teacher judgements of pupil needs
(b) Parent and student inputs
(c) Standardized test scores and school records.

The information from the needs assessment is organized by area of need and individual schools and grades.

TASK 2. Based on the needs assessment, the Community Planning Task Force (CPTF), a community and parent advisory group with responsibilities for advising and reviewing the TREND program, sets general objectives for the school system and places these in priority order.

TASK 3. The CPTF now matches programs in place to the list of general objectives. They identify programs which appear to be meeting the general objectives and those which do not. This examination results in recommendations for changes in programs in place (if necessary) and for new programs and directions for the local Compensatory Education effort.

TASK 4. This task consists of identifying and mobilizing available dollar and human resources. The CPTF canvasses the local community and the State and Federal funding sources for dollars and services which can be reprogramed or acquired to support their plan. In addition, they systematically review and recommend reduction of local assets in light of the list of general objectives.

TASK 5. With the completion of the above TASK, the CPTF and the school administration select:

(a) The program areas to be emphasized
(b) The program strategies to be followed
(c) Grades, and/or ages of children to be included
(d) The specific schools to receive the programs

TASK 6. The sixth task is program development which includes:

(a) Pinpointing program and operational objectives to be achieved with each general objective.

(b) Translating general objectives into behavioral objectives, i.e., measurable gains made in skill, knowledge, social or physical development by students.

(c) Combining curriculum, community participation, program dollars and professional experitise in a design which will enable each behavioral objective to be met.

TASK 7. The final task consists of budgeting, which includes:

(a) Matching dollars to overall program objectives
(b) Allocating costs necessary to achieve the specific
(c) Summarizing expenditures by total participants, individual schools and specific classes.

At the conclusion of these seven tasks the LEA develops and packages the TREND Comprehensive Plan.

B. The Comprehensive TREND Plan

The TREND Plan, as prepared by a local site, will bring together in a meaningful way the compensatory education effort carried out by a local school district. As such, it will consist of:

1. A system-wide structure by which to conduct and document local educational planning, programing and evaluation.
2. A general summary of goals and intended accomplishments for the upcoming year.

3. Educational programs summarized by major child development categories by individual schools and by grades.

4. A budget structure which enables the schools system to directly match learning objectives to expenditures.

5. A grant application document, composed of the various program and money sources, which enables the plan and the budget to be submitted in a total package to the Federal and other funding sources.

C. *A New Structure for Decision-Making*

The TREND planning structure represents a new approach to educational decision-making by school systems by giving them the following tools to use:

For the Central Administration:

(a) Symtem-wide planning structure which enables the central planning office to conduct a needs assessment on which to base goals and priorities system-wide and by school

(b) A means by which to identify and categorize where expenditures are focused by major program category

(c) A data base for continuing progress reveiw and for evaluation at the conclusion of the program year

(d) A means by which to cross-walk from a traditional accounting structure to an objectives-based budget.

Based upon this information, qualitative and quantitative decisions can be made with respect to the proposed expenditure of resources as they relate o projected learning gains.

An Individual School Planning Approach which enables each school principal to:

(a) Summarize (by child development categories) the programs conducted in his school.

(b) Aggregate the educational expenditures focused on the disadvantaged by school.

(c) Compare the system-wide program with individual school expenditures

(d) Match pupil participation and learning expectations to expenditures, school by school

(e) Provide a statistical base for evaluation of programs by schools and by category of program.

Perhaps the most important function of this structure is that it provides a means for comparing expenditure of resources by program component and as an aggregate. Thus the school system will be able to determine which programs and expenditures produce the best results in relations to cost.

Community and Parent Involvement which brings together in a structured group parents of disadvantaged children, members of existing educational advisory bodies (Title I, Head Start) heads of local agencies, (Model Cities, CAA) and school teachers, principals and administrators for making decisions on the planning and programmatic thrust of the educational and development program (city-wide) for the disadvantaged.

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State-by-State per pupil cost, fiscal year 1971

1. Alabama	$165	29. Nevada	*900
2. Alaska	105	30. New Hampshire	150
3. Arizona	168	31. New Jersey	*696
4. Arkansas	153	32. New Mexico	178
5. California	*400	33. New York	201
6. Colorado	239	34. North Carolina	232
7. Connecticut	271	35. North Dakota	108
8. Delaware	300	36. Ohio	291
9. District of Columbia	*367	37. Oklahoma	116
10. Florida	228	38. Oregon	268
11. Georgia	216	39. Pennsylvania	214
12. Hawaii	*344	40. Rhode Island	275
13. Idaho	56	41. South Carolina	135
14. Illinois	208	42. South Dakota	166
15. Indiana	134	43. Tennessee	153
16. Iowa	167	44. Texas	156
17. Kansas	152	45. Utah	227
18. Kentucky	134	46. Vermont	121
19. Louisiana	213	47. Virginia	258
20. Maine	220	48. Washington	184
21. Maryland	294	49. West Virginia	244
22. Massachusetts	*328	50. Wisconsin	*348
23. Michigan	*306	51. Wyoming	120
24. Minnesota	*325	52. American Samoa	—
25. Mississippi	185	53. Guam	—
26. Missouri	225	54. Puerto Rico	—
27. Montana	*375	55. Trust territory	—
28. Nebraska	164	56. Virgin Islands	—

Chairman PERKINS. You may proceed in any way you prefer.

Mr. McELROY. All right.

Since it is our statutory obligation to provide information to the Congress and the President on disadvantaged education, the council was delighted when your subcommittee requested my appearance in order to express our views on matters before the Congress.

Again, in the interest of conserving your valuable hearing time, I thought it might be helpful if I began summarizing the subjects covered by my statement, in response to your request, Mr. Chairman, and those of your subcommittee staff.

First, I will comment on the proposals contained in H.R. 69, which would extend the provisions of ESEA with amendments, for an additional 5 years.

I will discuss the provisions of this bill which relate to disadvantaged education and also frame for you, as best I can, the council's attitude on a special revenue-sharing approach to Federal education assistance.

Second, I will summarize in my statement, and provide in an attachment, the information you requested on the council's findings of examples of successes and failures in the operation of title I programs as they are now constituted.

Third, I will comment briefly on H.R. 16, which would provide to elementary and secondary schools general education aid from the Federal level for the first time.

Finally, I will try to draw upon the council's experience and my own experience in a discussion of the various approaches to the Federal role in assisting disadvantaged education, tying together our comments on the specific proposals now under consideration by the General Education Subcommittee.

Mr. Chairman, I will read some of the report.

The statement I hope will be a part of your records at the Archives and then I will answer questions that you have.

We talk about exemplary questions sometimes in the overall report but we didn't mention Dade County and that can come from one of your subcommittee members. We are very pleased in Dade County that you are on this subcommittee, Mr. Lehman.

From your reading of the council's reports to Congress and the President in the years 1971 and 1972, you know, Mr. Chairman, that the council has basically supported the Federal assistance to disadvantaged education provided under title I, ESEA.

The activities of our Council during my chairmanship have been primarily concerned with evaluating the implementation of this program and, more specifically, with strengthening those aspects of title I aid and regulations which we feel can produce the most improvement in educational opportunity for educationally deprived children, given the level of Federal tax dollars expended.

We have felt quite strongly about improving Federal requirements and the implementation of Federal requirements at the local and State levels for meaningful parent involvement, for comparability, for fairness to educationally deprived youngsters in nonpublic schools, for concentration of funds, and for adequate availability to the public of information about the use of title I moneys at the local and State level.

The council's support of title I rests on several assumptions, which we believe are shared by many in the Congress.

The first assumption is that many of the ills of our society, including poverty, unemployment, and adequate funds are focused on the goal by providing adequate educational experiences for all American children, including those whose families have found themselves caught in several generations of cyclical disadvantage and exclusion from much of the mainstream of American life.

The second assumption follows directly from the first. There is no doubt that many States and localities, sometimes from lack of willingness or understanding, but most often because of a lack of resources, were not providing this kind of educational experience to their disadvantaged school populations.

This is why, less than a decade ago, Congress took the revolutionary step of establishing for the first time, a Federal role in the funding and guiding of programs to improve educational opportunity in America.

A further assumption has evolved with our experience under ESEA. That is that despite the best efforts of educators and local, State, and national leaders to estimate the level of need for resources required to accomplish this goal, the practical availability of resources for this purpose has always and will likely continue to fall short of the level of expectation established by Congressional authorization levels for current programs and by needs surveys conducted within the education community.

The reason for this is obvious, as well as healthy. That is that on every level of government the competition for resources to fill critical public needs has necessitated a setting of priorities and a paring down of ideal goals for any single program purpose.

Few generals feel that enough is being allocated to national defense, few traffic engineers feel enough is available for highways and mass transit, and few educators feel there is sufficient allocation of tax dollars to upgrade the learning experiences of children.

Viewing the proposals of H.R. 69 in this context they point to a continuation of both the good and bad aspects of title I as this program now stands.

It assures a well focused participation at the Federal level in the provision of resources for the educationally disadvantaged.

It assures the continuation of what may be a necessary tug-of-war between the Federal bureaucracy and local and State education agencies as to the adequacy of fulfillment and implementation of the strong Federal strings or guidelines in which each title I dollar is carefully wrapped.

While many of these strings are clearly necessary to motivate some States and localities to properly spend these funds on target children, there is also the effect of reducing local initiative and creativity and of perpetuating a tendency toward national measurement of the productive results of title I.

Judging from the short history of ESEA, and particularly of title I, H.R. 69 will also continue the now massive discrepancy between the level of expectation created by Congressional authorization levels and the level of funds actually appropriated by Congress and allocated by the Executive for this program.

We all know that the President has proposed a "folding in" of title I and certain other categorical education aid programs into his proposal for a special revenue-sharing approach.

While the Council, like the Congress, has not yet seen the specifics of the new special revenue-sharing proposal, we understand that it will be finalized and presented to Congress and the public within the next 60 to 90 days.

The Council is anxious, as I am certain you are, to study and weigh the details and provisions of this new proposal side by side with the provisions of H.R. 69, to determine which approach will best serve the special needs of educationally deprived children.

At this point, the Council is not ready to endorse either approach, in preference to the other, until we have had the opportunity to consider both of them together.

However, the Council and its staff have carefully reviewed the provisions of H.R. 69, in light of our very strong commitment to a meaningful Federal role in the financing of special services for educationally disadvantaged children living in areas of high concentrations of low-income families.

I would like to review the significant conclusions and recommendations we have reached concerning the provisions of this legislative proposal.

Title II of H.R. 69, proposed under section 201 an amendment to existing section 103 which would set a minimum standard of financial concentration of funds on each eligible child.

Basically, the bill would offer a base of $300 per child in each State, before computing the additional funds some States would receive as a result of the State's own per pupil expenditures.

We see several difficulties with this proposal. First, there are 10 States which would lose from $6 per child to $600 per child under this formula.

Based on fiscal year 1971 funding levels, these include California, the District of Columbia, Florida, Idaho, Michigan, Minnesota, Nebraska, Nevada, New Mexico, and Wisconsin. Many of these States currently have very good performance records in their use of title I funds.

Second, the Council suggests that there is no magic dollar amount which, as a national prescription, will alleviate the educational deprivation of participating children.

If there were a "critical mass" of dollars necessary for improved educational opportunity, it would vary from State to State and from school district to school district, depending on local costs, local program design, and local community resources.

We feel that careful study precede any legislative prescription of $300 or any other equalization figure as a per child minimum.

Third, the Council has examined the budgetary implications of a $300 per child minimum based on the number of children served in the fiscal year 1971 program.

There were 6,216,398 children served in that year, and at the rate of $300 per child, the appropriation for title I, ESEA would have to be a minimum of $1,864,919,400.

H.R. 69 would use 1970 census data, and proposes in section 203 an amendment to current section 103 (c) and (d) to include as eligible children of families with incomes under $4,000 instead of the current $2,000 annual income based plus AFDC—aid to families with dependent children—payments.

Thus, H.R. 69 would seek to serve larger numbers of children than the $6.2 million served in fiscal year 1971. But even at the 1971 level of participation, the bill seeks a minimum $350 million increase in appropriations for title I, ESEA, and if the remainder of the formula in the bill using State per pupil expenditures is taken into consideration, the bill would necessitate a massive additional outlay for title I activities.

Certainly the Council would welcome a program serving additional children, and we are on record as being concerned about the concentration of funds.

However, as I have indicated, we have also learned to be conscious of the continuing discrepancy between need levels and the amount of resources that can realistically be expected in light of competing budget needs.

H.R. 69 proposes in section 205 that moneys for services to children in State institutions for handicapped, neglected, and delinquent children, as well as for other State-operated programs, be ratably reduced along with other categories of title I allocations in accordance with appropriated amounts.

The Council endorses this proposal because the current law and the record of appropriation levels has placed a much higher priority on children in these special categories than on other disadvantaged children.

Since the enactment of ESEA, the migrant program has developed a computerized system to document and record the educational, family, and medical history of the children of agricultural workers as they have been served.

After a year of full operation, this program has shown that there are nearly twice as many migrant children in need and being served than the Department of Labor has estimated.

Therefore, the Council recommends that an amendment to existing section 122 be added to require the use of the migrant program's own resource, the uniform record transfer system, as the determining factor in measuring numbers of migrant children to be served by title I funds.

The NACEDC suggests that there is already sufficient information available to demonstrate the need for forward funding, without the possibly expensive study proposed under title III of H.R. 69.

The Council feels that delayed funding of title I and other programs, which has occurred as a result of the slowness of the appropriating process, has caused major confusion, waste, and inefficiency at the local level in the proper and effective expenditure of Federal dollars.

What I would like to talk about is that the slowness of funding to LEA's and local school districts has caused sometimes the thing that we have recommended in our Council reports, that good teachers we feel are needed in title I or should be recommended in H.R. 69.

The kind of criteria used for teachers puts the LEA or the local school district at the disadvantage. Hire the kind of teacher early enough and if they are not a plush school district with a contingency fund they will have to try and hire and use the left-over teacher, if there is any such thing, so that with the slowness of funding without a school district knowing exactly they are going to get enough money early enough in the preceding school year to plan next year when they put their budget before the budget then we place that budget at a disadvantage and sometimes the kinds of teachers employed are not able to do the kind of performance that the districts that are non-title I schools can do.

It is impossible for evaluations to have impact on local programs, for quality personnel to be hired and retained, and for quality programs to be developed and implemented unless there is at least some certainty, preferably a year in advance, that a specific dollar amount will be available for these purposes.

This concludes the Council's specific commentary on the provisions of H.R. 69.

We look also at special revenue sharing, and I said earlier that the Council has an open mind regarding the choice between extension of existing programs and whatever alternatives may be offered in the President's new special revenue-sharing proposals.

Without trying to guess what the specifics of this proposal may contain, there are two observations I am prepared to offer at this time.

First, the Council was made aware last week of some encouraging news about the plans of some States to use a considerable portion of their shares of general revenue-sharing funds for educational purposes.

The January 31, 1973, edition of Report of Education of the Disadvantaged reports that a 44-State survey by the Education Commission of the States has shown that "the Governors of 12 States are urging their legislatures to allocate all or a good part of their Federal general revenue-sharing funds to support public education."

If the request of all 12 Governors are carried out, about $497 million would be allocated for educational use—this out of a total of about $1.7 billion in general revenue-sharing funds which went directly to State governments.

Five of the twelve Governors, in Oregon, California, Utah, Nevada, and North Dakota, have recommended that their full State level allotments go either for direct aid to public education or indirect aid in the form of property tax relief to localities.

Their measures would direct a five-State total of $255.6 million to education.

Mr. MEEDS. Mr. Chairman, might I interrupt at this point?

Chairman PERKINS. Go ahead.

Mr. MEEDS. Is it your position, sir, that if States give property tax relief that that is tantamount to aid to education?

Is that the way I get it?

Mr. MCELROY. I didn't get all of the question.

Mr. MEEDS. I said, is it your position that if States give property tax relief with their general revenue sharing funds, that this is tantamount to aid to education.

Mr. MCELROY. No. The reaction that we had to this particular provision, Mr. Meeds, was that maybe the Governors are saying that they need more money for the disadvantaged, they need more money for education in their State.

Maybe they think their priorities in funding from the Federal level ought to come to the educational process in their States.

Whatever disguise they are using in giving the money, I am not debating but the primary concern that some of these Governors have is that we need more money in our States for education.

Mr. MEEDS. Well, if I get the thrust of your testimony—and please correct me if I am wrong or misinterpreting—you are saying you are being objective about it and you want to wait.

You come down pretty strong in favor of revenue sharing for education, both special and general. Is that correct?

Mr. McElroy. Mr. Chairman, I have not made any reactionary comments on special revenue sharing or general. General revenue sharing is out there. General revenue sharing is out there in the communities now.

Mr. Meeds. That is correct.

Mr. McElroy. So, there is no way that we can react or not react to it.

Mr. Meeds. It is out there.

Mr. McElroy. Yes, it is there. The thing we are interested in seeing at this particular time is what will happen to it.

Mr. Meeds. You say in your statement this is rewarding news or something that is encouraging. You say the Governors of 12 States are urging their legislatures to allocate all or a good part of their Federal general revenue sharing funds to support public education.

You say that is good news?

Mr. McElroy. Yes, that is good news, Mr. Meeds.

Mr. Meeds. It is good news.

Mr. McElroy. And it is good news in that they didn't build bridges and roads and trestles.

Mr. Meeds. It is good news to education but how about the bridge builders? That is bad news.

Mr. McElroy. I am here speaking about disadvantaged children.

Mr. Meeds. That is still only one-quarter of the States. Even if all 12 of them did that, and I am sure that the Governors of 12 States reported this to an educational group, you know, and I would like to follow on through and see if all 12 of them did it.

Let's assume that they all did it. It is still only one-quarter, is it not?

Mr. McElroy. That is correct.

Mr. Meeds. There was absolutely no provision in general revenue sharing for disposal of funds that went to municipal governments for education, was there?

Mr. McElroy. They may not do it there and this is——

Mr. Meeds. Would you just answer my question. Was there or was there not?

Mr. McElroy. There was not.

Mr. Meeds. There was not. All right.

Now, what is the largest single expenditure of most of the States in the Union?

Mr. McElroy. I don't know, Mr. Meeds, just what you are asking on that particular point.

Mr. Meeds. Would it be correct to say that education is one of the two top expenditures of all States?

Mr. McElroy. Yes, for all States that would be in the top two places.

Mr. Meeds. So it is a big deal that 12 of them have allocated all of their resources under general revenue sharing to education at the State level when they could not use any of their local level revenue sharing funds at all for education.

That is a big deal; isn't it?

Mr. McElroy. Well, we hope that——

Mr. Meeds. You consider it to be, I don't.

Mr. McElroy. Mr. Meeds, I hope you will understand the intent of our statement which is that it is a start someplace and sometimes it takes the ability to see other Governors doing something for their people.

If no one had done it, then we would think no one thinks it is important. We are only saying that education is being provided in some areas.

We are saying there that is only one-third of the disadvantaged children receiving funds and we say that it is a big deal; at least some are doing it.

Mr. Meeds. That is more money than they were getting from the States some time ago from their own; isn't it?

Mr. McElroy. Yes.

Mr. Meeds. And most of the thrust and innovation in aid to disadvantaged children has come from the Federal Government, not from the State governments.

Mr. McElroy. Beautiful.

Mr. Meeds. Isn't that correct?

Mr. McElroy. That is correct.

Mr. Meeds. All right.

So now we are proposing to turn all of the educational funds over to States and say, you spend it any way you please, and you appear to be.

Mr. McElroy. Mr. Meeds, if you will take the time to read the rest of our reports, I think that you will see that I have not endorsed sending the money to all the States nor even to localities.

Mr. Meeds. No, I don't say that you——

Mr. McElroy. I say this because we are going to ask you to continue to do what you are doing and that is controlling the moneys.

You see, I am taking the position here and the Council's also, that we do not want it all given to States and I will give it to my school board, and I am sure Mr. Lehman would say the same thing to the Dade County school board because if we had done that, if our sincere needs had been indicated primarily, we would not have had it.

I did not indicate this in my statement. I am sorry if the statement reflects that kind of attitude.

Mr. Meeds. You have not made up your mind, then, that you are going to support special revenue sharing?

Mr. McElroy. I think I said earlier, Mr. Meeds, that at this particular point our Council has not made up its mind if it is going to support it.

We have not seen special revenue sharing. We have not seen the proposals.

Mr. Meeds. Tell me a little bit about your Council; would you?

Were you appointed by President Nixon?

Mr. McElroy. I was appointed by President Nixon; yes, sir.

Mr. Meeds. Have any of the members of your Council been appointed by other than President Nixon?

Mr. McElroy. It is a presidentially appointed council.

Mr. Meeds. And they were all appointed by President Nixon; is that correct?

Mr. McElroy. Yes, sir.

Mr. Meeds. Thank you.

Chairman PERKINS. Go ahead with your statement.

Mr. LEHMAN. Mr. Chairman?

Chairman PERKINS. Go ahead, Mr. Lehman.

Mr. LEHMAN. Look ahead a little bit on this around page 15 and pursuing Congressman Meeds' question, it seems like it is the kind of saving that you ought to illustrate at the beginning.

Section B on page 15 would be more prevalent and less controllable under a revenue sharing situation than it would be under the correct control of title I funds as we have them now.

It seems that this is a kind of use of the ESEA money by people who don't believe in their hearts that this is the kind of aid that disadvantaged children have as I look at the North Carolina program and some of the Alabama programs that you have.

Mr. MCELROY. Let me go back to page 11 because I think this might answer some of the questions.

If we can see down the middle of page 11 where we say, "Any Federal approach to compensatory education should contain"—if you will follow me there, Mr. Meeds, because we talk about some of the things we ought to see in it, and I think this will better explain to you where the Council stands on the aid to disadvantaged children.

More to the point in discussing the Council's views on the proper Federal approach to disadvantaged education is our feeling that any compensatory education measure approved by your subcommittee, whether it embodies a categorical or a special revenue sharing approach, should contain and reflect certain guarantees to protect the children—the politically vulnerable children—about whom the Council and your subcommittee are most concerned.

Any Federal approach to compensatory education should contain:

(1) A statement that comparability of services paid for by local and State moneys be mandated before Federal funds are used;

(2) A mandated Parent Advisory Council of parents of affected children at the district level to be involved in the development, operation, and evaluation of the compensatory programs;

(3) A mandate statement of public information requirements to be observed with respect by local education agencies;

(4) A mandated thoroughly detailed statement of cooperation with the nonpublic schools, insuring that they have been involved in the planning, development, and operation of compensatory programs;

(5) Mandated enforcement procedures by States and the Federal Government when there is a breakdown in the delivery of services to children;

(6) Maintenance of local initiative in developing programs to meet the specific needs of educationally deprived children, as long as parents of affected children have been actively involved in the needs assessment and the operation and evaluation of the program;

(7) Mandated concentration of funds so that services obtainable with available resources are not diluted beyond productive levels;

(8) Adequate Federal fiscal review must be included to account to the taxpayer for the proper expenditure of his tax dollar.

Legislated procedures for errors must also be included, and negotiation steps must be outlined. Fiscal teams should include educators, so that program considerations, which must affect fiscal determinations, can be put in their proper perspective before they are misinterpreted in the media.

(9) And a mandated provision that, under desegregation plans, participating children continue to be served without unnecessary resegregation.

We leave to the judgment of your subcommittee, Mr. Chairman, and all of you, and to the Congress, whether the functioning and activities of a National Advisory Council on Education of the Disadvantaged Children should be provided for in the future.

Let me only say that the Council and I were pleased and somewhat flattered to note the inclusion of a provision for an NACEDC in H.R. 69.

Mr. LEHMAN. May I interrupt?

With my experience in these kinds of programs, the mandates are just about worth the paper they are written on, because all it means is extended legalistic procedure for court action. I would like to see this kind of program have the purse strings in the hands of the Federal agency that is going to see that every child gets an equal educational opportunity.

Mr. McELROY. You know as a past school board member, Mr. Lehman, and surely your program was exemplary in title I. I can appreciate and respect your opinion because you have been there and you have seen it.

Chairman PERKINS. Go right ahead.

Mr. McELROY. Mr. Meads, does that kind of give you a little bit of what we would like to see for the Federal dollars?

Mr. MEEDS. Mr. Chairman.

On page 12, where you say, "adequate Federal fiscal review must be included to account to the taxpayer for the proper expenditure of his tax dollar," can you tell me how you are going to require a proper expenditure of Federal tax dollars when you give funds to a State or a local school district and say, spend it as you desire? What if they desire to have a——

Mr. McELROY. Swimming pool?

Mr. MEEDS. Well, swimming pools are pretty good. I have nothing against swimming pools. What if they desire something that both you and I would feel much too exotic for present, every-day educational requirements? How are you going to control that?

Mr. McELROY. Well, I think that the experience that the Office of Education has had in dealing with title I to this point has given them the necessary expertise in that particular area of audit, of control, of documenting.

I think that in the title I even with the Federal guidelines as they were there with mass inadequacies, there was money being spent in areas of noninvolvement.

One reason for it as was stated by some of the people is that there were not enough monitors in the Office of Education, especially in deportment, to actually monitor States.

So, consequently, a need was developed, and finally they have been out on States auditing now.

Mr. MEEDS. If you are saying, when you have guidelines, that is no guarantee that funds won't be improperly spent, I will have to agree with you. Would you not agree with me that guidelines prevent some of that anyhow, and when there are no guidelines the probability that more funds will be improperly spent becomes real—right?

Mr. McElroy. Probably so.

Mr. Meeds. All right.

Now, how are we going to account to the taxpayer of the proper expenditure of his tax dollar when we have given money to the local school board and we have said, "You spend this any way you want to," and they spent the money in some way that, we will assume, is so exotic that 90 percent of the taxpayers would not agree that it is a good expenditure of the money.

What are you going to do about that?

Mr. McElroy. We are at a point here, Mr. Chairman, and purely I am reacting in my statement from the Council's viewpoint, but I would like to answer that from a personal standpoint of having served on the local school board.

I think the integrity of the governors and of the States and of the local communities surely is what you are driving at and this brings up a point that our Council has talked about something in terms of needs assessment even with Federal guidelines sometimes, even with the State guidelines.

We both agree that there moneys have been spent sometimes in the area of need.

Mr. Meeds. We have been through that.

Mr. McElroy. Yes. Consequently, why send it to them without the guidelines?

Our Council has taken the point that money is going into the local area should come from this area with some mandated legislation before it gets there.

Now, when you say turn it out there and do what you want and report to the taxpayer on how the tax dollars were spent, our Council is at that particular point of saying our past experiences even with the guidelines means that maybe sometimes they should be restrictive of guidelines.

Mr. Meeds. Mr. McElroy, your question gets right at the core of my opposition to the concept of revenue sharing, period.

We are spending Federal tax dollars. We have the responsibility here in the U.S. Congress, the duty, to raise those tax dollars.

We tax people to get them. We also have the responsibility to see that they are properly spent. That is a constitutional mandate of the Congress.

We seem sometimes to forget it but it is.

Now, if we turn that mandate over to State and local government, we are giving away wholesale the prerogatives which the United States Constitution gave us or charged us with. We can't properly turn funds over to a State or local government—not just education, any kind—and say they can spend it the way they want and still account properly as you say to the taxpayer for that expenditure.

There is no way we can do it because when you give away Federal funds without any kind of management of those funds, you are separating the duty to tax and the responsibility to spend—to spend properly—and therefore you cannot account for it.

That is exactly the basic disagreement I have with revenue sharing.

Mr. McElroy. Mr. Chairman, your staff requested me to document with my testimony, some successes and failures of title I programs.

The appendix attached to my statement included programs descriptions and evaluative material for 28 programs which in the Council's judgment, have shown very promising results.

Those programs are documented there and of the 28 projects, some are special interest to the members of this subcommittee.

One is in New York, two in Michigan, two in California, one in Ohio, four in Wisconsin, seven in Minnesota and one in Nevada, in addition to other States.

We are still awaiting a response from Hawaii, but after conversations with title I officials there in the past week, we are confident that they, also, will be able to document exemplary results.

The 28 projects described in the appendix do not include data which we received only last Friday on 90 projects in California, of which 10 are in Los Angeles, six in Oakland, four in Bakersfield, and one in Berkeley.

Forty of these California projects are urban, 40 are rural, and 10 are suburban.

All have achieved an average rate of 1.2 years' gain for each child in reading and mathematics in each year of their operation, and most of the 90 programs have operated for more than 1 year.

Last Thursday, you heard testimony from the superintendent of public instruction of Michigan, Dr. John Porter. USOE data we received last Friday, February 2, included two outstanding projects in Michigan, one in Flint and the other in Highland Park.

In the Council's judgment, the best example of a successful title I reading program that has come to our attention is the program of the State of New Jersey.

We have received preliminary information from Mrs. Jane Holub, State title I coordinator, concerning the success of title I reading programs being conducted in her State.

The data is individual data on each child, with the same pre-test and post-test, and it represents 47 percent of the children participating in the State.

The reason this study is based on only 47 percent is that 25 percent of the State's local education agencies did not report in time to be included in the data, 20 percent of the local agencies did not have reading programs and the rest did not use comparable pre- and posttests.

Before title I ESEA, 74 percent of this group of children were achieving in reading at a rate 0.7 years or less for every year in school.

After title I ESEA reading programs were begun and measured, 60 percent of the same children were achieving at the rate of at least a year for every year in school, and half of those achieved at a rate of 1.5 years for every year.

While I have given you the highlights of this data, and while the measurement of achievement is only as good as the measurement methods used, this, to us, is a record of spectacular success.

We can attribute much of this success to the dedication and hard work of education professionals at every level in coordination with an active State and active local parent advisory councils.

Parent education would seem to be an important component of this kind of program.

Mr. Chairman, not every State can boast the same level of success as this program and the others I have referred to. We have information that in a small rural area in Alabama, parents of children attending title I programs were not made aware that title I was in their school district until the summer of 1972, and their parent council was formed as late as July 1972.

We also have information that in North Carolina, in another rural district where Mrs. Sue Haywood, a Parent Advisory Council chairman was selected because she was illiterate and could not read the title I application, and that she was denied even the most insignificant help in learning to read—she was denied permission to sit in on elementary classes beside the children who were learning to read.

We have further information, readily accessible to you, that the Department of Health, Education, and Welfare Audit Agency has prepared, which shows where and to what extent full compliance with the law and with title I regulations has not been achieved.

The Council applauds efforts by the Department to rectify these problems, and to hold school districts accountable for the proper expenditure of Federal funds.

We do not, Mr. Chairman, conclude from our review of individual title I programs that local education agencies are incapable or unwilling to operate title I programs in full compliance with the law.

On the contrary, the successes and the progress have far outweighed the failures and the violations.

But, as I have already stated, we do feel that adequate, minimum accountability should be included in any Federal compensatory education program.

It was requested, Mr. Chairman, that the Council comment through my testimony on the provisions of H.R. 16, a bill which puts forward three principles:

First, that a minimum level of Federal resources must be applied as a priority to programs for the educationally disadvantaged; second, that once this is accomplished, a Federal program of general education aid for all children should be undertaken; and third, that in the distribution of general aid funds, encouragement should be given to those States which take steps to equalize the current discrepancies in revenue availability and per pupil spending which exist among school districts within each State.

I cannot comment in the Council's behalf, except generally, on the provisions of this bill. We have only recently begun to study the implications of required State equalization of per pupil costs, as this issue has been highlighted by the recent *Serrano* and *Rodriguez* court decisions.

Since we have not formulated any policy or recommendations on this issue, I respectfully request that we be permitted to come back on some future date to give you our comments on this bill.

In an attempt to honor your request that I cover this proposal in today's testimony, I would offer some general observations.

First, the Council supports the premise in H.R. 16 that the first national priority in education, and in Federal education aid, must be the provision of services to the educationally disadvantaged.

The Council has been wary in the past of proposals for general aid to education from Federal sources. I think we need to spend more time considering how such a proposal fits in with proposals like H.R. 69 and with special revenue sharing.

Is general aid a supplement or an alternative to the two approaches we have already discussed?

Does general aid offer more or less opportunity for local program initiative than does either categorical aid or properly directed special revenue sharing?

As you know, many in the education community fear that a program which begins as general aid may end up placing severe Federal restrictions on local operation of public schools.

The Council agrees with the assumption that new sources must be found to supplement the increasingly inadequate local resources for education, but the means of providing that revenue is crucially important, as is the resultant ability of localities and parents of the children themselves to participate in decisions on educational programs, curriculum development and educational priorities.

Overall, the Council has been concerned that our youngsters, and that sufficient steps be taken in any such proposal to not only encourage, but to assure innovation and resourcefulness by the local educational agencies.

The Council would like to reaffirm its primary concern that compensatory education is many things to different people, and that this is as it should be.

National evaluations which appear glowing or derogatory usually have one common flaw, that criteria were applied to a program which did not attempt to achieve the goal by which it was evaluated.

We urge the committee and its staff to be very wary of these evaluations, and glean from them the valuable, and be suspicious of the propaganda between the lines.

The Council would define educational attainment as a multifaceted experience which prepares each individual to deal with the variances of his existence: the ability to live productively and with satisfaction during the increasing leisure hours, and the ability to be sensitive to the rhythms of politics, human development and world needs.

The Council would define educational deprivation as the sense of futility and deep lack of self-confidence, self-worth, and sense of purpose which sabotages educational activity from the outset.

Mr. LEHMAN. Mr. McElroy, I think that last definition of educational deprivation is just about 100 percent wrong. I have seen disadvantaged kids come in to the first grade so happy and so self-assured and so really turned on that this certainly could not apply to them as being educationally deprived with a "sense of futility and deep lack of self-confidence." They get that after they get to school, not before they get there.

Mr. MCELROY. I am real pleased that you put the last in there, because when they go to school sometimes to the first grade—and I think we can quote Bernard Asbell—in the first grade to the fourth grade, he is going to drop.

Mr. LEHMAN. The educational system teaches them they are deprived.

Mr. MCELROY. We can buy that, Mr. Congressman.

The Council would like to see the continuation of the application of local initiative, as is current under title I, ESEA, with the coordination and involvement of the parents of affected children, in the design of the programs to meet the special needs of these children.

Educators agree in principle that "compensatory education is the major attempt to raise the educational attainment of educationally disadvantaged children."

However, there is controversy over the definition of educational attainment and educational deprivation.

Is educational attainment a group of test scores on nationally recognized achievement tests in reading and mathematics? Or is educational attainment the result of the sum total of the school experience which determines vocational success when translated into career opportunities and lifetime earnings potential;

Finally, is educational attainment a multifaceted experience which prepares each individual to deal with the ups and downs of existence; the ability to change jobs when obsolescence forces it; the ability to live productively and with satisfaction during the increasing leisure hours; and the ability to be sensitive to the rhythms of politics, human development, and world needs?

There are also inadequate definitions for educational deprivation among children. Are they "culturally deprived"? Are they handicapped? Is educational deprivation the inability to read and compute at grade level? Or is it so great a sense of futility and so deep a lack of confidence, sense of purpose and self-worth that efforts to educate such a child are sabotaged from the outset?

Finally, there is controversy over measurements of the success of compensatory education. I have provided, as you requested, some examples of title I programs that are "successful" in response to certain categories of measurement. You would have to interview the children, their teachers and parents, however, to be able to even fathom a guess as to the impact of their improved reading and math levels on the kind of citizens they will eventually become.

Since there is no agreement over the goals and responsibilities of compensatory education, then it should come as no surprise that there is still, after 7 years of experience, no common ground for discussing successes and failures on a national level.

It should also be apparent that this confusion over goals, and that the need for our society and our political structure to be able to identify readily its successes and failures, has precipitated mass criticism of specific programs resulting in sometimes ludicrous evaluations and policy judgments that can be harmful and/or irrevelant to the targets of all of our efforts—the children themselves.

For example, the Follow Through program, a comprehensive approach to compensatory education with many components and with massive parent involvement, was measured by its successes in reading and mathematics. I must agree that some of the goals of a program such as this are probably not measurable in any precise or generalistic sense. The measurer in this case was an outside contractor, SRI, which received its contract on a sole source basis.

Worse yet, although the General Accounting Office criticized heavily this multimillion dollar contract among others that the USOE was letting at the time, the SRI evaluation was still used as the basis for the approaching demise and limited funding of this popular experimental program.

I was personally present at a "Follow Through Conference" held in Palo Alto, SRI's home base, in 1971, and was amazed at the lack of understanding and pure lack of competence shown by representatives of this contractor when discussing the program they had been selected to evaluate.

So irritated were the parents of children in the program at the fact that the dilution and elimination of the experiment seemed imminent, that confrontation politics surfaced at regional meetings hosted by USOE, a fact which further isolated the policy-makers from those the program was designed to assist.

Another example of the inappropriateness of single-minded, national measurement of the education process is an AIR (American Institute of Research) study of title I programs. Their evaluation is constantly referred to as a significant national evaluation and is quoted as having been able to identify very few "successful" title I programs using their stringent and narrow criteria.

Their report was released March 1972, covering a period through 1970. Only 20 of the 41-programs they reviewed are title I funded, and 10 are pre-1967 programs, some dating as far back as 1961 and 1962, 3 and 4 years before there was a title I, ESEA. Yet the study is cited as an authoritative judgment of the failure of title I.

This contract, the Reanalysis and Synthesis of Data from fiscal year 1965–70, cost the Office of Education's Office of Program Planning and Budgeting and Evaluation, $119,555.

Still another case in point is the Moynihan/Jencks reevaluation of available (and outdated) data on compensatory education. Their conclusion that compensatory education is a failure was widely reported in the media. Their conclusion was based on standards of measure, however, inadequate, or culturally based, which did not measure even the stated goals of the programs.

The ultimate extrapolation of the work of Moynihan and Jencks is not only the failure of compensatory education, but the morose conclusion that "school is dead." This pessimism is only outdone by the lack of constructive recommendations for the rejuvenation of school, if that is needed, or for the resurrection of education, in and out of the school building.

My purpose, Mr. Chairman, is not to paint any and all evaluations and evaluators of compensatory education with a tainted brush. I am merely regretting the fact that the very wise and excellent decision of the Federal Government to step in and assist the process of improving educational opportunity has given rise to a widely held belief that just as education can be helped by Federal dollars, so can and must it be evaluated and measured by Federal or national standards.

The Council has grown very wary and suspect of generally laudatory and generally critical statements about current compensatory education programs. Uniform goals and uniform priorities do not exist on a national level, and they should not. They do not exist any more than uniform standards exist for the success or failure of my own four sons—all of whom share a common upbringing, economic level, and human and geographical environment—in and out of the classroom.

How, then, can we apply uniform measurement to programs serving people and communities as diverse as America herself?

We on the National Advisory Council on the Education of Disadvantaged Children believe that there should be a strong Federal role in this field, and I have detailed some of our views on this role here today.

However, we believe that the goal of the Federal role must be to insure the availability of resources for targeting at the particular local needs of this politically, socially, and economically vulnerable group of American children, so that their needs may be answered by the initiative and innovation of the working local education agency in concert with the parents of these children.

Chairman PERKINS. Since we have several members here the first time around we will adhere to the 5-minute rule, but no one will be cut off. After that any member wanting to ask questions may take all the time he desires and we will run late if necessary.

Now I recall, Mr. McElroy, that when we wrote ESEA we provided for the Advisory Council for the Disadvantaged Children in the hope that some well-thought-out suggestions would come forth for the betterment of the disadvantaged children throughout the country.

I take it that you, as chairman of the national council at this time, are submitting the recommendations of the advisory council to the committee. Am I correct in that?

Mr. MCELROY. That is right, Mr. Chairman. This is the reason that I also said that some items, like special revenue sharing and others that the council has not a chance to see.

Chairman PERKINS. You are unable, then, at this time, to tell the committee in any depth just what the special revenue sharing will involve?

Mr. MCELROY. That is right, Mr. Chairman. We have not had a chance to study it.

Chairman PERKINS. Now you say in your statement that title I has worked well in such States as California, New Jersey, and others. If we went to special revenue sharing, do you feel that we would be justified in dismantling the programs in those States you mention that are working so well? Has your council given that much thought?

Mr. MCELROY. Yes, we have. We have said this, that title I as it is has done a tremendous job and it should be extended and improved even in financing where needed, and at this particular time we do not have a substitute to recommend.

Chairman PERKINS. All right. Now you know the present title I distribution of funds is made according to census and AFDC data. Do you have any suggestions regarding the use of more current or more accurate data?

Mr. MCELROY. Well, in the 1970 census data—everything prior to that was on the 1960 census data—the 1970 census data is all right, but the Office of Education has come up with a servicing kind of program. They talk about one-third of the children that are disadvantaged, and they have pretty good figures there. Along with the 1970 census data and the reports and surveys that they have come up with, the 1971 could give a little bit more direction.

Even on a migrant program we talk about the migrant computerized system, and that gives you even a greater number of children than the Labor Department statistics, so it has to be a complication of resources that you are provided for, Mr. Chairman.

Chairman Perkins. Now you talked about improving compensatory education to a great degree in your statement, but you did not give us any specifics. Do you feel the law should require that at least $300 be spent on each pupil or that most of the funds should be used to improve reading and math skills? What are your views on that?

Mr. McElroy. Reading and math in my definition will be the basic skills, and we cannot say that all the moneys should be spent just on reading and math. There are other areas of involvement, but at the same time, we cannot spend a lot of money on the affected skills. More or less your basic reading and math are your basic skills and I think we all agree that that is pretty much where our great sum of it is.

Chairman Perkins. Does your council believe in general Federal aid to education? Are you supporting a program of that type?

Mr. McElroy. We commented on that, I think, in the statement and we had a chance to look at that one just a little bit.

The Chairman. Does your council believe in protecting title I before we go to general aid to education or in that direction?

Mr. McElroy. We believe in protecting title I.

The Chairman. What level of funding should the appropriation reach before we go to general Federal aid? Has your advisory council given that any thought from the standpoint of protecting the disadvantaged child?

Mr. McElroy. We have not supported, I don't think as a council, general aid.

Chairman Perkins. Well, have you given any thought to what level of funding title I should reach before we go to general Federal aid to education?

Mr. McElroy. We are at an expenditure rate now of——

Chairman Perkins. About a billion and a half.

Mr. McElroy. A billion and a half is where we are now. We are serving only one-third of the children approximately that are disadvantaged. Our council feels strongly that if we use the $1½ billion, using the one-third, we can come up with it. We can say a figure of $6 billion has been kicked around trying to serve the number of children.

Chairman Perkins. Mr. Towell.

Mr. Towell. I have one question here. I see that on page 13 of your testimony here this morning you have named Nevada as one of the successful projects. I am glad to hear that, sir, but I would like to know what particular project are you talking about in the State of Nevada? You also name Michigan, California, Ohio.

Mr. McElroy. That one is in the 28 exemplary programs in the appendix.

Mr. Towell. It is covered in your appendix? Perhaps I didn't find it there.

The Chairman was talking to you about funding for math and reading skills. Would you favor concentrating roughly 75 percent of the title I moneys in that area?

Mr. McElroy. We would favor that.

Mr. Towell. You would favor 75 percent of the money being spent in that area.

I have one other particular question I might ask. When we are dealing with children that become 2 and 3 years behind grade level in reading, what plans do you have in that area?

Mr. McElroy. None basically, Mr. Chairman. Two or three years behind on the reading level would have to be coming in on a local initiative kind of program, because there are variables that have caused that child to be that far behind.

I think in the other area now of affected skills we are going to have to work with that child there. There is a reason for it. The other 25 percent can be spent in an area of finding out why and then moving them into that particular area.

Mr. Towell. I would have to think that in some areas it is going to be more than one child and in some districts it is probably going to be the whole district that is 2 or 3 years behind. That does happen and I am sure you are aware of that.

So when you get down to an individual basis I can see you may have some problems, but when you are lagging behind in the whole district or perhaps the whole State, what ideas do you have in mind then?

Mr. McElroy. When there is a lag behind, it is all done on surely an individual basis, and you finally come up with the total group, but even that far behind the national norm at any particular time this is where the help comes, I think, from the Federal level as to be able to point out some exemplary programs.

I don't think you run into a new thing, Mr. Congressman. I think that when you find an area that far behind, you can point out another area that was probably in that same situation some 5 or 6 years ago. The programs we have had have not been programs that we have been able to pass out to people that have problems. So if we have a program that covers that, then we look with them as to how did you do it, what happened, then go in and help the program, and they can have a proven track record to run on.

This is where the National Advisory Council fits in. The Office of Education fits in in trying to survey and go across the country, finding out what has been done. The time from the onset of title I up to this point, where have the children come from and how well have they done?

Districts have improved themselves and States have improved themselves, we hope, at this time. So if we find that kind of track record, then we recommend that moneys also be available to even move the people from that area, a team of them, with the expertise to help them look at what has been done. That is the reason for exemplary programs.

Mr. Towell. All right. Perhaps we could move on, and if you find that——

Mrs. Lovenheim. I am still looking for it. It is Fernley—the Pegasus program.

Mr. Towell. As a matter of fact, if that is the area, I will be visiting that school next Tuesday.

Mrs. Lovenheim. Is not it strange. We asked USOE for a documentation of that, and they reaffirm that in the Division of Compensatory Education. Meanwhile, let me keep looking for this.

Mr. Towell. If you find it on the page I would appreciate that. I am having the same problem you are and I am serious about that. They happen to have called me from the Fernley school and I will be out there next week.

Mrs. Lovenheim. It is here some place, I am sure.

Mr. **Towell**. I am glad to see that other people have problems going through the records besides myself.

Mrs. **Lovenheim**. Well, if you want to continue while I am looking, I would not want to hold up the hearing. I will keep looking for it.

Mr. **Towell**. I have no other questions at this particular time. I may come back, Mr. Chairman.

Chairman **Perkins**. Mr. Meeds.

Mr. **Meeds**. Thank you, Mr. Chairman.

Mr. McElroy, Chairman Perkins was asking you some questions about title I and, as I recall your testimony, it is that you basically believe that title I should be protected. I thought you used the terminology "protected," is that correct?

Mr. **McElroy**. Yes.

Mr. **Meeds**. And you don't know at what level, however? A billion and a half, 2 billion, 3 billion?

Mr. **McElroy**. To answer that, H.R. 69 and looking at the current funding of one billion and a half and taking the data that has been made available and knowing that we are serving only one-third of the disadvantaged children——

Mr. **Meeds**. It is pretty inadequate.

Mr. **McElroy**. How are we being fair? How do we determine which ones to be served?

Then at that point, if we can find—and this is what we have been trying to do at the Council: we have been trying to find if this one-third of the children have grown some, has it been a good program for them? And can we validate that.

Mr. **Meeds**. Maybe we ought to triple it.

Mr. **McElroy**. It would do a pretty good job, but that would be the minimum expectation.

Mr. **Meeds**. I think so, too.

Now, if you had to cut out title I entirely to have special revenue sharing, would you be in favor of that?

Mr. **McElroy**. At this particular point, Mr. Meeds. I say we have not and we cannot talk about any other program, but we would say this: To strip title I as it is now would be a catastrophe.

Mr. **Meeds**. And that would be either to give the money, as I understood your testimony, for general aid and now for revenue sharing? If title I has to be cut out to give funds to either one of those programs, you would be opposed to it, is that correct?

Mr. **McElroy**. I don't know. I have not seen them. I only know what title I is doing, and I cannot speak to the others. I want to say at this point I have no substitute for title I, and here is a definite need for it.

Now, I am not too sure that especially the general revenue sharing might have some things that are even better, I don't know. Title I right now is a tremendous asset to disadvantaged children.

Mr. **Meeds**. Right. And the big value in title I is that it zeroes money in as much as we do in any problem to disadvantaged children, does it not?

Mr. **McElroy**. And we have learned well. I think we have learned how to monitor. We have learned how to get maximum mileage out of the dollars.

Mr. **Meeds**. In spite of what some say, in those areas where there is a lot of parental participation, it is working amazingly well.

Mr. **McElroy.** Our Council has documented that in the training programs, parents' involvement.

Mr. **Meeds.** But you see, Mr. McElroy, as I view your testimony, you are really going to be on tender hooks here when special revenue sharing is finally proposed, as it will be, because the concept of special revenue sharing will be to give local control of local expenditures; in other words, to have them spend the money the way they want. Do you agree with me so far?

Mr. **McElroy.** Are you saying that special revenue sharing will be about in the same category as general revenue sharing?

Mr. **Meeds.** It will be special revenue sharing for education. In other words, these funds may be spent for education. What it is really doing to be is general aid to education, I think.

Mr. **McElroy.** Well, you have an advantage on the Council, Mr. Meeds, that you probably have seen the draft of special revenue sharing and we have not.

Mr. **Meeds.** No, no, you have a special advantage by me. You were appointed by President Nixon. He tells the Congress he is for special revenue sharing and has not sent anything over to us yet.

Mr. **McElroy.** Our statutory setup, I can appreciate that it should be appointed by the President, but we are also appointed to report to the President and the Congress any recommendations and anything that we have. Our report is not just to the President; our report is to the President and the Congress.

Mr. **Meeds.** Of course, we have all been told that the value of the concept of revenue sharing is for local decisions to be made at the local level. You don't disagree with me about that, do you?

Mr. **McElroy.** I don't know. Local even under the target. Right now, title I, Mr. Meeds, decisions have got to be made on the local level.

Mr. **Meeds.** They are making the decisions right now on title I, aren't they?

Mr. **McElroy.** Yes.

Mr. **Meeds.** Right. Then we don't need revenue sharing at all. If that is the big value to it, to let local decisions be made locally, and they are now being made there, what is the use in having it?

Mrs. **Lovenheim.** I found the material. I'll duplicate it and bring it to you, Mr. Towell.

Mr. **Meeds.** That is a rhetorical question; you don't have to answer it.

Mr. **McElroy.** I think the Council at this point——

Mr. **Meeds.** As I understand the thrust of your testimony, if title I has to be stripped—in other words, the funds have to be taken from title I for general aid to education—you are opposed to it; is that correct?

Mr. **McElroy.** If title I has to be stripped, at this point, without us having seen anything else, without us having seen any other program, without us having a flowout in answer to some of the mandates we would like to see involved with the track record that can be validated, we are opposed to it because we have not seen anything as we have seen title I, and right now we are concerned with this.

This is our recommendation, if we had one today: we would say not only continue but improve it.

Mr. **Meeds.** As I understand your testimony, and, of course, we will just have to look back through the record, when Chairman Perkins asked you if you wanted to protect title I against funding cuts for general aid to education, you were opposed to that?

Mr. McElroy. General aid?

Mr. Meeds. Yes, opposed to taking money from title I to pay for general aid to education.

Mr. McElroy. All right.

Mr. Meeds. Am I correct now?

Mr. McElroy. That is correct.

Mr. Meeds. All right.

Mr. McElroy. That is part of the record.

Mr. Meeds. But you don't know whether you are opposed to taking funds from title I to pay for special revenue sharing, is that correct?

Mr. McElroy. I don't have any idea what special revenue sharing will be like.

Mr. Meeds. If it was like general aid to education, would you be opposed to that too, then?

Mr. McElroy. If it was like general aid to education?

Mr. Meeds. Yes.

Mr. McElroy. We are opposed to general aid to education and anything like it.

Mr. Meeds. So if general revenue sharing was anything like that, you would be opposed to taking title I funds to pay for it, is that correct?

Mr. McElroy. We oppose general aid to education. If any program was like general aid to education, we would be opposed to it.

Mr. Meeds. All right. Thank you.

Chairman Perkins. Mr. Huber.

Mr. McElroy. Mr. Chairman, we found that material the Congressman had asked for, the exemplary program in Nevada.

Mrs. Lovenheim. Yes. It is not in your 28. We received it on Friday. But if you would like me to read from it, I would be happy to bring it up to you.

Mr. Towell. Thank you.

Mr. Huber. In the report it was reported on, Dr. Porter and I happened to have attended that hearing at which he spoke, and following the hearing we sat down and had a little side discussion at some length.

Dr. Porter reported that in his opinion for the disadvantaged children, the two key factors—and I am only talking about Michigan—that affected their poor achievement was, one, mobility as far as transferring in a given school year from one school to another, and the other was the attendance records, even though they didn't move from school to school, they didn't show up.

He said that in their studies when they could get the parents, the teachers, and the whole bit to work together so that (1) they didn't move from school district to school district, and (2) they showed up for education, there were fantastic improvements in the pupil.

Now, if these two key things are affecting the lack of achievement of the disadvantaged child, these are two things that not 1 red cent is going to improve, no matter what you give in any kind of funds. As a matter of fact, Porter said that you could probably increase the size of the number of pupils at any given class and improve the ability to achieve by having more pupils per teacher than less pupils per teacher if you could stop mobility and if you could stop the lack of attendance.

Have you got any comment on that, because I have just heard 6 billion and 1½ billion, and you know, for a new man that is kind of hard to understand all that. Do you have any comments?

Mr. McElroy. Not necessarily. The one thing, and you stated it again, is the idea of parental involvement. I think these two variables that you listed there, whether they be mobility or attendance records, once a parent has become involved, there has been a difference in that one particular thing. But local school districts sometimes have not had the kind of parental involvement: There has been no need in the regular PTA, sometimes they are made up of the middle-class people whose children are going to go to school. They are not working so they are involved in the daily programs, the monitors on the halls, the library.

When we talk about the disadvantaged child and the parent being involved, sometimes this has to be mandated and there has to be money for training programs.

I think the records will reflect to anyone where the parental involvement has been carried out and has been made to work, these two variables that you stated, mobility and attendance records, have been reduced drastically.

Mr. Huber. Would you repeat that again—wherever what?

Mr. McElroy. Parental involvement has been active.

Mr. Huber. Maybe we ought to have a law on parental involvement.

Mr. McElroy. You had one.

Mr. Huber. I did not realize that. We have enforced law on it?

Mr. McElroy. Yes.

Mr. Huber. What is the penalty if they don't?

Mrs. Lovenheim. I imagine if the Office of Education wished to enforce it, that the current thing about withholding title I funds and the audits and sending back money——

Mr. Huber. I understand what you are saying, but I am talking about if the parents don't get involved, the parents don't suffer, just the child. Maybe the law could be written.

Chairman Perkins. The State does not have to approve the local board of education plan.

Mr. McElroy. That is right.

Mr. Huber. That is all. I was interested in your comments. Thank you.

Mr. McElroy. One of our programs, the New Jersey State program, has a fantastic parental involvement program and this is quite evident. Everyone is in favor of it, it does not have to be mandated at this point to them. They found that it worked for them, it has improved the working skills.

When you look at this report, one of the variables at the top would be the reason title I has been successful in New Jersey, they have involved the parents.

Mr. Huber. How would you favor greater involvement, write stronger language?

Mr. McElroy. Write stronger language with more monitors and people trained. Sometimes it is difficult for school boards to accept a philosophy that is new and they have never tried it. I think sometimes if we had enough people—and this is the difficult thing, to sell an idea, to show a show program. It is a little difficult sometimes to come from an area of involvement that you have never been involved in, but we have these programs like New Jersey, so why hide them?

Then we should not browbeat the local school districts because they are not doing it if they are not, but it is a selling program. When we say that the parents are not affected, that is not true. The total family affected is going to affect that child. The disadvantaged child is affected by a family, by community, by neighborhood. So it is an upgrading kind of thing that is put into the law that is mandated that has been successful.

This is why the council can say the track record of title I can stand on its own merits.

Mr. HUBER. Thank you.

Chairman PERKINS. Mr. Hawkins.

Mr. HAWKINS. Mr. McElroy, on page 9 of your statement you say that the council has an open mind regarding the choice between extension of existing programs and whatever alternatives may be offered, the President's new special revenue sharing proposals.

It seems to me that the expressions you have given to this committee suggest something more than an open mind. Are you prepared to suggest that your mind is not open and that you have viewed with some alarm the possibility that title I may be cut back or even abolished?

Mr. MCELROY. Well, my reaction, Mr. Hawkins, has been that we are not for the cutting out of title I per se. Now we have stated that. Now the reason that we are saying that we are not at this particular time wanting to endorse nor even discuss at length special revenue sharing is that we have not seen even the first draft, we have no idea at all, even in our wildest imagination, as to what will be involved in special revenue sharing.

I think that I can answer the subcommittee by saying I am against special revenue sharing when I have no idea of what it is. We can imagine sometimes and dream, but the entire workings of it, we will see it and our council then will be prepared to make a statement on it, but we cannot as a council at this point. What we have heard has been rumor here, maybe, and a little bit there, and that is the reason for that particular statement.

But we do go on record as saying that we support title I. We would not like to see it cut uot. We would like to see it involved to a great extent with more moneys, improved. We can and we have documented exemplary programs and a track record of title I doing things for disadvantaged people.

There are also some that are not so good, but we feel they can be helped, because over the years we should have learned how to do a better job with this program.

Mr. HAWKINS. Do you agree that by definition, revenue sharing means that a State would be allowed to do whatever it wanted to do?

Mr. MCELROY. The thing that has happened to States, Mr. Hawkins, now, in being able to do what they want to do is probably the reason that we have so many——

Mr. HAWKINS. Do you agree, first of all, with my defintion of revenue sharing?

Mr. McELROY. Maybe.

Mr. HAWKINS. Well, if it is not, then it is not revenue sharing. If we determine at this level what they should do, then does that not destroy the proposal that the President has made?

Mr. McELROY. But even in general revenue sharing, Mr. Hawkins, you determine what can be done there. For instance, I think someone mentioned just a moment ago that the moneys going into the local communities cannot be spent on education, so someone has to determine even with that what could happen to the money, that it cannot be spent on education, and even if money going to the States, that only a percentage of it could be spent on education.

So that guideline even in general revenue sharing, as I see it, out here in States, you have money to do what you want to do, but you can't do this and you can't do this and you can't do this. See, even with one as broad as it is when the money goes into a local municipality it cannot be spent on education. Now that is from the top, or that only a percentage of the money going into the State can be spent on education. That is from the top.

Mr. HAWKINS. Do you believe that under the so-called revenue-sharing proposal if all of the money is spent on education that it would be any greater than the amount which is now being expended on education?

Mr. McELROY. May I answer that, Mr. Hawkins, by giving you another statement beforehand?

Mr. HAWKINS. Certainly.

Mr. McELROY. I feel very strongly at this point that the States that have a section of the disadvantaged is a State that has not been fair to its people. What would stop the States and the local communities from having money, spending it? It does not have to say that we are going to relieve the disadvantaged situation in any community or State, if we go into a State and the entire State is disadvantaged because if the State leaders have been spending fairly and adequately, then they need money. They are very Christian about it.

If we go to the local community and the school district is disadvantaged across the board, then that school district has proven it can handle its money, it just needs money; but would it be fairly sure of the fact that a school district maybe like my school district that has money available but they have handled half of it at a very plush level, the money that they get will still be spent over here and they will raise both areas but one will never catch the other without a guideline. I am saying that it ought not to come to my school board without a guideline.

Mr. HAWKINS. Of course that defeats the concept of the so-called revenue: sharing proposal. If guidelines are submitted, you destroy the idea and return to categorical programs and we would then be just where we are now, the trend at least.

I see that on page 11 you did indicate that certain guarantees to protect the children should be inserted in the language. Of course that again is what we have now rather than the so-called revenue-sharing proposal. That is why I doubted if you really had an open mind because the words seem to negate the idea that your mind is open.

It seems to me that it is rather specific and that regardless of what it is called, that there are certain guarantees that should be in the law.

If we go that way, then obviously we are getting right back to where we are now.

Mr. McElroy. That is why our mind is open. We are open to it.

Mr. Hawkins. One other question, Mr. McElroy. On page 13 you indicate the successful programs. Then on page 15 you indicate some of the failures.

The first case that you used is in Alabama, and that you say failed because the information was not passed on to the local people that the program was actually available.

In the second case in North Carolina, you indicate that program failed because the person selected was illiterate and could not read even the application.

And, in the third set of cases, you indicate that an audit review had indicated that title I money was not used for title I but it was misapplied.

Now it seems to me that in all of the cases cited there is something common, and the failure apparently was due in all of these instances not to the inherent quality of title I but to factors other than the program itself. It was because the local people in administering the programs did not observe some of the cardinal principles of title I.

Would you label these then title I failures? Would you not rather label them failures other than title I in these particular instances; administrative failures, the failure of socalled State's rights approach to the problem? Certainly failures other than title I?

Mr. McElroy. Yes, sir. Mr. Congressman, on page 16 at the very top when you follow the paragraph right on down, we say there to the committee:

> We do not conclude from our review of individual title I programs that local education agencies are incapable or unwilling to operate title I programs in full compliance with the law. On the contrary, the successes and the progress have far outweighed the failures and the violations. But, as I have already stated, we do feel that adequate, minimum accountability should be included in any Federal compensatory education program.

It would not have been any problem finding some in Texas. Sometimes I like to say because we have the experience in OE because of actually monitoring now because they know what they ought to be looking for when they go out there, they are able to help the people that have used the money without any guidelines. This is title I inception. At this point they readily accept that I have been wrong, now give me my track record of a good program, and they move there.

Mr. Hawkins. Thank you, Mr. McElroy.

Chairman Perkins. Mr. Lehman.

Mr. Lehman. Thank you.

I think you have done a pretty good job, Mr. McElroy, in a pretty tough spot, and I will try not to make it any rougher on you.

One thing I would like to bring to the attention of the committee is that the committee that you represent is loaded with New York and Texas and California people, and the very geographical area that originally title I was probably supposed to help the most is not even represented on your board.

I think it would be wise if perhaps the appointing officer of this group who appoints these members would see that somebody from the Deep South was on this board.

Mr. **McElroy**. Mr. Congressman, I am from the Deep South.

Mr. **Lehman**. Texas is not the Deep South, I think it is the Southwest. Now you might have been originally from the Deep South.

Mr. **McElroy**. When we meet in Alabama and Georgia, Mississippi, and North Carolina, we all talk the same language and we have the same problems.

Mr. **Lehman**. You have five people from New York State and three from Texas, which I don't think is a fair geographical distribution of your members, but I won't belabor that.

I want to call particular attention to one fact. I think the way that revenue-sharing is set up, it will tend to get involved in State house and city hall politics. You are bringing other agencies into an area that I think is going to need tight control at the Federal level to see that the right people get the right aid at the right time.

Now the second thing is these mandates of safeguards as far as parental and community involvement, I have been involved with the local school boards where we try to involve parental and community involvement, and I have yet to have a real definition of what parental involvement consists of, except perhaps some PTA clique or something like that.

I think the parental involvement is good, but I think if you do make it mandated you are going to create a real can of worms there that is not going to be of any real help to what the real needs are.

I guess in a lighter vein, to summarize it, I would be in favor of revenue sharing for Dade County in categorical funds for everywhere else.

Chairman **Perkins**. Thank you very much, Mr. McElroy. I appreciate your appearance here today. If the National Advisory Council for the Disadvantaged has any further views, we'd appreciate hearing them later as well.

Mr. **McElroy**. Mr. Chairman, we would like permission from the subcommittee that after we get special revenue sharing in our hands we will react to it, we will speak to it. The council only requests that you give us an opportunity to look at it.

Chairman **Perkins**. But these are your present recommendations, is that correct, Mr. McElroy?

Mr. **McElroy**. Yes.

Chairman **Perkins**. Thank you.

Mr. **McElroy**. Thank you, Mr. Chairman, and members of the subcommittee.

Chairman **Perkins**. Our next witness is Mrs. Dorothy Robinson, chairman of the National Advisory Council on Supplementary Centers and Services.

Go ahead, Mrs. Robinson. You identify those whom you have with you for the record and commence.

STATEMENT OF MRS. DOROTHY S. ROBINSON, CHAIRMAN, NATIONAL ADVISORY COUNCIL ON SUPPLEMENTARY CENTERS AND SERVICES

Mrs. ROBINSON. Thank you, Mr. Chairman.

My name is Dorothy Robinson. I am the chairman of the National Advisory Council on Supplementary Centers and Services, Guidance, Counseling, and Testing, otherwise known as title III, ESEA.

Chairman PERKINS. Without objection, your prepared statement will be inserted in the record and you may proceed in any manner you prefer.

[The statement referred to follows:]

STATEMENT BY DOROTHY S. ROBINSON, CHAIRMAN, NATIONAL ADVISORY COUNCIL ON SUPPLEMENTARY CENTERS AND SERVICES

Mr. Chairman and members of the committee, I am Dorothy Robinson, of Amherst, Massachusetts, and I am here as Chairman of the National Advisory Council for Title III of the Elementary and Secondary Education Act. We are grateful for this opportunity to testify before the Committee on behalf of Title III.

The members of the Council will be submitting their Fifth Annual Report to the President and the Congress in February, and the report will be forwarded to this Committee with a request that it be included in the transcript of these hearings.

In our report, we say that "Title III of the Elementary and Secondary Education Act is the most effective force in American education for constructive innovation and change." This statement could be even stronger, because it is a fact that, for most school systems, the research and development capital available from Title III is the *only* such money available from any source. For them, Title III is the *only* force for constructive innovation and change. This is an important fact, and one that should be of concern to this Committee and the Congress. In no other area of our national life, in this development-conscious society, do we expect a complicated business—such as education is—to function and keep up with change without providing it with funds with which to do so. If it is, as I think everyone agrees, in the national interest that education do its job well, then it is surely in the national interest that it be able to work at the job of improving its methods and its products.

The Council believes sincerely that, as we also say in our report, the national interest in innovative change in education has been well expressed and effectively carried out in Title III of ESEA. I know that the members of this committee are familiar with this Title and the fact that it makes money available to local school districts, through the state education agencies, to be used at the discretion of the states for local projects which implement new educational ideas. I believe you also know that projects must be developed according to certain very careful guidelines and must respond to educational needs which have been identified in the school or the community by an organized assessment of needs. These are *learner* needs—the difference between what children ought to be learning and what they actually are learning—not "needs" for new buildings or equipment. Buildings and equipment are legitimate needs, of course, but for too long we measured education in terms of physical plant, teacher qualifications, expenditure per child, and the like, and not in terms of *what a child learned.*

There are some new ideas in American education which are now being discussed widely—concepts such as accountability, management by objectives, needs assessment, evaluation. We are aware that these ideas are of interest to this Committee as reflecting a new view of education, by which educators are being asked to design their programs to meet certain goals and to account for their success or failure in doing so.

All of these concepts were used consistently in Title III projects long before they became part of the popular education vocabulary. This highlights one of the most important aspects of Title III: in *management* as well as in the *content* of projects, it is a model-creating program which has pioneered many ideas which have later become generally accepted.

There is need of this model-building function in American education; and with all respect to the efforts of state and local education systems, it is a function which needs federal encouragement and support.

Change and innovation are particularly susceptible to financial pressures, and in times of fiscal stress such as the present, local educators are hard put to spend money in this way. The evidence of federal interest gives legitimacy to innovation, and federal money is the best evidence of federal interest.

There is an atmosphere of receptivity to change in education which did not exist before and which has produced many of the best things which are happening to children today, not just in Title III projects but in thousands of schools which haven't received Title III money. The effect of a Title III project is by no means confined to its original site; there is a stimulating effect on many other educators from each project. As evidence of the interest in change which exists, the states are unable to fund anything approaching the full number of project proposals they receive; the ratio of proposals to funded projects ranges from 3 to 1 to 10 or 12 to 1.

This climate for change has developed during the years since Title II was enacted. It is extremely important, but it is also fragile. It can be sustained with a small fraction of the total federal investment in educaiton, but it can die very quickly if there is not thoughtful continuing support.

We are all aware, of course, that Title III does not enjoy high visibility as federal education programs go. Outside of this committee, many of the members of the Congress probably have only the vaguest idea of what it does. This is in part because the title which was given to this section of the Elementry and Secondary Act—"Supplementary Educational Centers and Services; Guidance, Counseling, and Testing"—is too long and too nondescriptive. The Council has made a recommendation in the annual report that the name be changed to reflect the purpose of the legislation as it is now interpreted, and that it be called simply "Innovation in Education." This will make it possible for the members of Congress who do not work directly with educational matters, and educators in the field, as well as the general public, to get a quick and accurate impression of what Title III is all about.

The identity problem of Title III also results, ironically, from one of its greatest strengths. That is the flexibility of the legislation, and the fact that projects can be funded under Title III in any area of elementary and secondary curriculum. The Title cannot, therefore, claim to be responsible for any single thrust in American education. It has no single constituency. As we testify, we are keenly conscious that this variety in Title III makes it difficult for many to get a focus on what is going on in this comprehensive title.

That is the way in which its diversity is an "image" problem for Title III. But I would like to tell you how the programmatic flexibility which results in such diverse projects is the key to Title III's contribution to education. It is a program *in being;* it does not need to "tool up" for each new educational problem which arises. The program is therefore a valuable model-creating resource, both to education as a whole and to other federal programs.

Title III pilot projects exist in many of the fields in which the federal government has made major commitments to education in recent years: in environmental education, preschool, ethnic studies, bilingual education, reading, career and personal guidance and counseling, special education for the handicapped, and compensatory education for the disadvantaged. That the Title III experience, which is a practical source of many kinds of expertise, is often not tapped by other government programs is a failure of cooperation within and between government agencies rather than a defect in the Title III concept.

The National Advisory Council is instructed by the legislation to "evaluate programs and projects carried out under this title and disseminate the results thereof;" and in pursuance to this mandate, the Council has brought together in a series of publications creative and innovative examples of programs going on all over the country in various specific curriculum categories. We have published one *Quarterly* on *Title III in Special Education*, one on *Title III in Environmental Education*, one on *Title III in Preschool Education*, one on *Title III and the World of Work*, and we are currently preparing two others: *Title III in Guidance and Counseling*, and *Title III and New Structural Designs*. The last will deal with long-range changes which Title III is testing, such as alternative schools, groupings of urban and suburban schools, year-round education, open-space and individualized instruction, peer teaching, and new administrative and organizational arrangements.

Each of the *Quarterlies* also carries a listing of the title, address, and director of each Title III project currently operating in that subject field. The *Quarterlies* have been distributed at the time of publication to all members of the Education and Labor Committee of both Houses of the Congress, and we are also attaching copies as a supplement to this testimony. A member of Congress can readily check what projects are operating in his own state or district.

This is the kind of information which the Council feels the Office of Education should have been making available to the Congress and to educators throughout the life of Title III. Within individual states, there are excellent dissemination programs which make it possible for educators in that state to learn about the projects which are operating, and to visit them and observe the results. There has not been a corresponding strong effort at dissemination of information about proven practices and programs at the national level.

In mentioning the activities of the states, we should like to make several comments about the federal-state relationships which have been forged in the years since 1967. Title III, more than any other of the titles of the Elementary and Secondary Education Act, requires that these two levels of government interact and cooperate. When 85 per cent of Title III funds was assigned to the states, there were dire predictions that the Office of Education would not be able to relate to the states, or that the states would pay no attention to the Office of Education. Neither of these occurred.

Though the states moved slowly at first in setting up the administrative machinery for their handling of state plans, state reports, and project proposals, they have rapidly developed expertise. Title III staffs in state departments of education now are in the forefront of new educational thinking and provide leadership to other divisions of their departments.

The Office of Education, for its part, has provided strong leadership in demanding of the states that they conduct assessments of their educational needs, that projects respond to these needs, and that management by objectives and continuing internal and external evaluation be incorporated into project operation. Some stresses still exist in these complex federal-state relationships. There is need for the states to understand the value to them of many of the Office of Education requirements for reporting, and the Office should send forms out well in advance of their due date, use consistent criteria for evaluating reports, and make as few demands as possible upon the states for administrative time and funds.

The Council believes that one of the most valuable aspects of the state-federal relationship is the development of the advisory council concept. Each state is required by the legislation to appoint a Title III advisory council composed of persons who represent the broad educational and cultural interests of the state; and each operating project is required to have a local advisory council made up of citizens of the community. These councils, state and local, have become a network through which citizens can express their concerns about education, and they have been highly effective in creating the public understanding which is essential to successful educational change.

Another extremely important fact about Title III is that projects are locally initiated, locally administered, and respond to locally identified educational needs. This conforms to the American commitment to local control of education and also fulfills one of the conditions for educational change: that it must rise out of local concern and be sustained by local conviction. Change imposed on schools from outside—and especially from above—has historically not endured.

The connecting lines in Title III extend, then, from Congress, through the states, to local schools. There are few federal programs in which the effect of a small amount of federal money—$146,000,000 in fiscal year 1972—is so directly felt. A lot of people in Washington may not know very much about Title III, but a lot of people out there in the field know a great deal about it.

With this emphasis on local initiative and state supervision, it is logical to ask: Is Title III a better vehicle for carrying on the change and innovation which education so greatly needs than revenue sharing would be? The National Advisory Council has discussed this question and has tried to get a sampling from educators as to how innovation would fare in the states under a revenue sharing plan such as that which is before Congress in H.R. 2754, introduced by Mr. Veysey of California.

We are aware that the special function which is carried on under Title III—change and innovation—is highly susceptible to financial pressures. In times of financial stress, the tendency of educators is to move cautiously in familiar patterns, whether or not these are truly productive. Such caution is reinforced by political pressures, which tend to direct money into traditional channels unless there is persuasive evidence of the value of newer approaches. At the present time, education funds are critically needed in many competing areas of activity. We believe that only steady, supportive federal interest can enable local schools to maintain their efforts to improve educational practices.

Current revenue sharing proposals before the Congress do not protect any of the shared funds for use for innovation. The President's proposed education budget for fiscal year 1974 assigns funds for Title III of ESEA to revenue sharing in the category "Supporting Materials and Services," where innovation would compete for funds in the states with school meals, textbook purchase, teacher training, teacher aides, and state administration of the program.

We do not foresee very much innovation going on under such an arrangement. We would point out that not very much innovation was going on before the Elementary and Secondary Education Act, and this was one of the reasons for the inclusion of Title III in the legislation.

As I said at the begining of my statement, the national interest in the continuing improvement of education has been well expressed and effectively carried out in Title III of ESEA. This legislation, which is now coming to maturity and which has a steadily stronger and more capable administration at both State and Federal levels, seems to us the best vehicle for continuing the Federal presence in this vital educational area. We therefore strongly support the extension of the Elementary and Secondary Education Act, and specifically Title III.

Mrs. ROBINSON. You all have had copies of our statement in advance, I believe, and therefore I will not read it but I will just hit on the highlights of this statement.

First of all, we would like to thank the committee, of course, for giving us the opportunity to testify today. We do not have with us our annual report, which we always prepare about this time of year, highlighting our concerns of the title.

This year we felt we had a special job to do in light of the fact that the legislation was to be, we hope, rewritten, so we went very heavily on legislation and our concerns with the title as it has been operating.

We would like your permission to include the report with this testimony given today when we submit it to you at a later date. [Referenced annual report appears following Mrs. Robinson's testimony.]

We have said in our report that we feel that title III ESEA is the most effective force in American education for constructive innovation and change. We say that primarily because in many places this is the only such money available for implementing change in local school districts.

We also want you to know that projects that are funded under title III ESEA are locally initiated and that they are based on needs of local school districts which are found in an assessment of the needs State-by-State done by the people in the districts, the students, the superintendents, community, citizens. These are learner needs, not buildings, equipment and so forth.

As an example of this, I would cite programs throughout the United States, for instance, for the perceptually handicapped. There are few programs. Title III through its assessment of needs in the various States has found that there was great need for these services.

In many places where districts are widely scattered, they have had to take the services to the communities, in Kansas, Nebraska, places like this, and do testing and evaluation of children and their needs in the districts throughout the Western States; otherwise, there would be no program for these children. In my own district, they have a 14-district program for the perceptually handicapped. These services can be very extensive but regionalization in answer to the needs of the districts has provided services for them under title III.

Then we skip down to the fact that title III has always operated under strict accountability, management by objectives, and evaluation. These things must be built into a title III program before it is funded. There must be evaluation procedures throughout the life of the project, which is typically a 3-year span; otherwise, a program will not be funded for another year.

There is also a need for Federal encouragement for this kind of model building that is carried on under title III. We know that unless there is strong encouragement from the upper echelons of education that this will not be done.

I have served on a local school board and on a State board of education, and I know what happens to school funds when they are lumped together. Provision is not made for innovation. This is always the first thing to go when budgets come up, or it was in our school districts in Massachusetts.

We feel that the Federal underscoring of the importance of innovation in education is necessary. In fact, we don't equivocate on the fact that we know that revenue sharing does not provide specific funds for title III or for innovation, it lumps it together with 31 other programs.

I always used to say in Springfield if they have a certain amount of funds coming in that is not earmarked, they use it to plow the school parking lots. This was a legitimate need, perhaps, in the winter; however, it does not do much to change education.

Nobody has much good to say about school systems, but when you ask for money to implement change, they don't want to provide money for this.

We also want to emphasize the fact that the effects of title III projects are not restricted to the original site of the project. We have had marvelous reports of the effects of a project in a given town being disseminated across the whole State.

I could cite the "cross age" teaching program in Ontario, Calif., which is a concept where sixth graders tutor younger students in a school. This school system has cited 150 adoptions of their program within the Western States.

We have a program in Coco, Fla., an environmental education program, which has prepared teacher training materials for the whole State in environmental education. These are excellent materials.

We would also have to be very enthusiastic about the fact that title III has created a climate for change which we feel did not exist before the program came into being, and every year many more proposals are submitted to the States than can possibly be funded; in New Jersey, for example, they had 225 proposals submitted, of which only 24 could be funded, they had 27 projects that were continued from previous years, for a total of 51 projects.

I myself feel that just the fact that title III exists gets people in local school districts thinking about how to change the educational systems across the country for the better. Even if the projects are not funded, at least people have gone through the process of thinking about how they could improve their reading program, how they could reach the needs of the local school districts in each State.

Title III pilot projects exist in many of the fields in which the Federal Government has expressed concern and made major commitments in recent years: in environmental education, for instance, I have already cited the Florida project, but there are many more:

For instance, the project in American Fork, Utah, which uses the school yard as the environmental classroom, looking at the brook behind the school to see if it is polluted, and if so, what kind of creatures live there.

For instance, preschool projects such as the one in Cincinnati, Ohio, which not only brings children into a preschool setting but also uses it as an integration program by getting black children and white children in a classroom together and dealing with a marvelous preschool program.

Projects such as bilingual education in East Harlem, which hopes to prepare these students for coping with a regular school program by the time they get to school.

Such as reading, such as the Humboldt County, Nev., program which trains teachers to diagnose reading deficiencies among children in their own classrooms and deal with them in the classrooms rather than having to refer them to a clinic outside the classroom.

In our own classrooms, such as special education, of course 15 percent of all title III moneys go to special education. Probably the programs are too numerous to mention, but there was one in Washington, D.C., which deals with children whose mothers had German measles during the rubella epidemic of 1963. This is a total school program for children with multiple handicaps, vision impaired. It is an excellent program.

We feel that the National Advisory Council has been carrying out its job of our charges, of course, to evaluate programs and projects carried out under the title and disseminate the results thereof. Pursuant to this mandate, the Council has brought out a series of publications which, I believe, you have in your folders, one in environment education citing different projects, such as this one in Green Bay, Wis., which has a comprehensive program dealing mainly with teaching teachers to teach environmental education in their own classroom, using the resources without the schools and in the communities; such as the one in preschool education citing, for instance, the East Harlem bilingual preschool program; such as the one in special education, this one citing the Washington, D.C., program for rubella children; and possibly one of the most dramatic programs we have in the country, the San Diego Zoo project for special education in which these kids go out and work with the animals in the zoo with a teacher. It is a marvelous program, and parents are very enthusiastic about it.

We publish these quarterlies and they are sent across the country to people in the field concerned with other projects—to all the States throughout the country, so that word of how one State, how one community, how one district is coping with its educational programs may be disseminated and either part or all of the project may be used.

In doing a study last year of continuation of title III projects, we found that of the projects that were funded in the 1966–68 period, 53 percent are still in operation totally. Of course, that does not account for the——

Chairman PERKINS. Let me interrupt you at that point. You are making an excellent statement, Mrs. Robinson, and I would like to know just how many of the title III program projects started with Federal money have been continued with local funds.

Mrs. Robinson. This is the 53-percent figure that I cite, because these would be totally off—the ones that were started in 1966 to 1968 would be totally off Federal funds now, and they are totally supported by local funds.

Chairman Perkins. If I understood your statement correctly, there will be no money for innovation in title III unless we have a categorical program. Is that what you stated?

Mrs. Robinson. That is correct. That is our understanding.

Chairman Perkins. Now, do you feel that title III has served a useful purpose over the years and should be continued?

Mrs. Robinson. Absolutely. We are very, very enthusiastic.

Chairman Perkins. What happens to title III if special revenue sharing comes along?

Mrs. Robinson. The last word we had was that it was mentioned but not to be funded specifically. That is my experience on a State board of education, knowing what State departments of education do with funds, what they must do with limited funds, there is going to be no money specified for innovation in the most hard-pressed areas. Maybe some States will be able to spend money for innovation. Unfortunately, it is usually a case of the people who need it most don't get it.

Chairman Perkins. As a lady with some background and experience in education and someone who wants to see that we do a good job in the future as well, what would you suggest? How can we improve it on the Federal level? Just what amendment would you suggest?

Mrs. Robinson. Well, we have many suggestions for improvements in our annual report which I asked the——

Chairman Perkins. Just put them out here on the board—A, B, and C.

Mrs. Robinson. Specifically, I would say we would like to see the program continued for a 5-year period. This is our recommendation in our annual report.

Our level of funding that we requested last year was double the current appropriation, at least greater than 25 percent of the authorized funding for the bill.

Chairman Perkins. Mr. Towell, any questions?

Mr. Towell. One brief question. I might as well bring it home to Nevada again.

You did mention a reading program in Humboldt County that had been successful. Could you expand on that for my knowledge and perhaps for the rest of the committee?

Mrs. Robinson. Yes. The project is funded at a level this year of $22,000. It is in its 3d year of funding, and it is to provide teachers with the necessary skills to detect reading deficiencies in the students and to provide teachers with techniques for coping with those reading deficiencies.

Mr. Towell. What you are saying is that the individual teacher is going to do this in her or his classroom and not with the special reading department or teacher?

Mrs. Robinson. Yes. There is a divergence of approach in how to deal with reading deficiencies. If you have a very large school system in a very large city, you can many times employ diverse staff to cope with the problem. However, in an area such as Nevada, it made more sense, I suppose, to train the teachers to deal with the problem in their own classrooms.

In other States where the school population is not great, it makes more sense to do this, to use this approach.

Mr. TOWELL. I would like to see more of that project, because I know in rural Nevada they still approach the subject with special reading teachers. Perhaps you have a better idea and I would be happy to learn about it.

Mrs. ROBINSON. What title III is all about is trying new approaches to problems, and sometimes when reading teachers deal with the teachers who deal with the kids it is more effective. This is just another approach. This has been funded for 3 years' total funding; it will be on local funding next year.

Mr. TOWELL. Are there any projects under title III that you think we could possibly combine: environmental education, drug abuse, any of these programs?

Mrs. ROBINSON. Title III does not have a high visibility because of the variety of projects that are funded. The way title III works—and later on in my formal testimony I mention the State advisory council concept—in each State there is a State advisory council that assesses the proposals that come to it each year from the local districts, based on their needs. They allocate the money to the districts where they feel the greatest need is and the greatest gain could be made.

Now what they are trying to do is to try out new approaches to education. It is not based, as is title I, on per capita income or on the number of pupils. It is simply based on the competition for the best proposals in the State.

Many States have combined Federal monies, many States have combined districts in applying for title III funds. This is one of the best things about the program; but as for combining two interest areas, why I cited the Cincinnati project, it is a preschool project but actually they are trying to get at a bigger thing than just writing a preschool, and that is integrating in the inner-city area.

Seattle has the same kind of project where they have used a magnet school project and yet the school is trying out the new technology.

Mr. TOWELL. You say the State has made those decisions?

Mrs. ROBINSON. Yes.

Mr. TOWELL. Yet when you talk about turning this over to revenue sharing, then you have said that you don't have too much faith in the States to get your programs done under title II. It appears that maybe we are in a little bit of a conflict here.

Mrs. ROBINSON. I said the State advisory council for title III made these. Under revenue sharing I don't know if there is any provision for citizen input. I think this is a marvelous component of title III, to have concern of the citizens across the country. Not enough people, really, are involved in education. We got into parental involvement, which is a factor in many title III projects, but it is required to have community participation on State advisory councils for projects to be funded, and, in fact, our National Advisory Council is the same kind of a lay council. I am not an educator or anything; I am just a housewife, but I find this a very challenging program and I think that citizen input is just a very marvelous component of this program.

Mr. TOWELL. Well, I think the general idea behind revenue sharing is to try to get it fairly localized, at least at the State level where there will be input.

Mrs. Robinson. We feel that the strength of title III has been the fact that projects are locally initiated based on local needs, selected by State advisory councils composed of various citizens, funded by the Federal Government. It represents probably the best Federal-State-local kind of working arrangement.

However, it does not make any sense to us to throw this program out now that it is working really well and start over with something else. Of course, to us we would have no designated funds for innovation, and I don't have a great deal of faith that there would be a heck of a lot of innovation going on in States or local districts given the desperate need for funds and the press of real estate tax moneys in the States today.

I think that, as I said before, the places that need change the most will be the most hard-pressed to provide it, with State decisions made based on State budgets. I am afraid this is true in our State.

Mr. Towell. Well, there we might have a difference of opinion, but I would hope that you would remain somewhat optimistic about revenue sharing and look at it some more, as I think all of us will.

Chairman Perkins. Mr. Hawkins.

Mr. Hawkins. Mrs. Robinson, I am a little confused as to the role which the National Advisory Council plays in such new ideas as education. I am wondering what role has the Council played in this new concept which is expressed by Mr. Marland and others?

Mrs. Robinson. Well, the National Advisory Council's role is simply the overseeing of the program and the disseminating of information about it and the recommendation each year to the Congress and the President on our recommendations for changes in the legislation for the improvement of the program and the improvement of the relationships with the Office of Education and so forth.

There are 12 members of our Council from throughout the United States. We meet about three, sometimes four times a year, for a couple of days to thrash out problems with the overall picture. We have no specific role with specific projects.

However, as far as career education goes, one of our corollaries—in fact, the next one we are doing—will be on the World of Work. We have had many good vocational projects.

I was out in the State of Washington a couple of months ago for my one visit to a project. We try to visit with State advisory councils and visit within a State every year. There is a vocational teacher there that said he has this marvelous project. He said, "I call it manual training. I don't keep up with the latest lingo on what they call it, but it teaches junior high kids to work with tools, projects, self-instruction."

Now many of our vocational projects have been in acquainting children from elementary school age through high school with what opportunities there are in the world of work and this will be the thrust of our publication. We will be delighted to send you one.

Mr. Hawkins. Also funding other centers to do precisely this in the field of career education. I am wondering what coordination is there? Is the Office of Education setting up centers of its own in the field of career education, and to what extent do they lean on the experience that could be obtained through these centers and services? Were you consulted on career education by the Office of Education?

Mrs. ROBINSON. We are not consulted so much as we let them know what we are thinking constantly, I suppose sometimes they wish we would not, but no, we were not consulted. However, we do have a great deal of give-and-take back and forth. Fifteen percent of title III funds, as you probably know, are allocated from the Commissioner's Office from Washington. Eighty-five percent of title III funds are given out by the States.

There is probably more coordination between these two amounts now than there has been. We feel that the State advisory councils in the local communities should have some input on all programs so that they always do answer the needs of local areas.

We feel that the career education is a proper thrust for Federal expenditures now. We feel the need for children of all ages to have this kind of information on all kinds of occupational programs that they don't have presently.

Mr. HAWKINS. In the legislation that we passed, we included a provision for these councils—we have just listened to one, the National Advisory Council on the Education of the Disadvantaged—and the administration comes out and goes in a different direction.

I just wonder why we are expending all of this money to get these reports, to get the advice, and then the advice is thrown away and statements are made that would seem to indicate that what you are doing is worthless.

I don't know what the answer is, but do you have any answer as to how you——

Mrs. ROBINSON. Is that a real question or a rhetorical question?

Mr. HAWKINS. What are the findings that you make?

Mrs. ROBINSON. Well, as I say, every year we give our findings to the Office of Education and we always get a response from them, and I must say we always do get some results from them, too. For instance, the complaint has been made that there is too much paperwork involved with any dealing with the Office of Education. We have very effectively gotten the paperwork in title III reduced appreciably. Our working relationship with them is very good.

Mr. HAWKINS. I am glad you got something done. Getting the paper reduced is some accomplishment.

Mrs. ROBINSON. At the worst we can recycle it.

Mr. HAWKINS. Did you get any substantive changes?

Mrs. ROBINSON. Yes; we feel we have.

Mr. HAWKINS. What innovative ideas in education have you succeeded in getting adopted?

Mrs. ROBINSON. Across the country?

Mr. HAWKINS. Yes.

Mrs. ROBINSON. I could not possibly enumerate all of them. I have tried to give you an outline of some of the programs that are going on in various fields, but if you discuss anything from the year-around school—are you from California?

Mr. HAWKINS. Yes, I am.

Mrs. ROBINSON. There is a year-around school being operated in your State now being tried out with title III funds, for instance, in Elk Grove, Calif. We will find out how it works.

All title III projects must be based on new ideas and they either succeed or don't succeed, but we learn from all of them. The integrated day method of that came over from England. Open classroom concepts have been tried out with title III money, and all these results have been disseminated by the Office of Education, by us, spread across the country.

You can't take any one idea and say that this has been tried out and made successful by title III in Podunk, Utah, alone. However, across the country——

Chairman PERKINS. Mr. Lehman.

Mr. LEHMAN. Just one question. You said you were on the State board of education and that you found out that they didn't always put the money where it was needed most. I notice these title III funds are 85 percent allocated directly through the State administration.

Would you consider it a better idea, perhaps, if we didn't put that vast majority of the money through the State and if we did make any changes in title III funds—assuming we don't have to go to the general revenue—would you like to see it more categorical or more direct aid to the local school boards?

Mrs. ROBINSON. Well, what I was talking about was the State education department's rush for funds that come to it. Now we deal with the State advisory council that allocates money to local districts. We believe in the title III concept as it is administered because we feel that only by earmarking funds for innovation will money in fact be spent for implementing change.

Mr. LEHMAN. Well, what I was trying to say, some people must do a better job than others in this field of allocating title III money to get the kind of innovative programs, the experimental programs you would like to see done.

What safeguards, with 85 percent of this money, can you do in order to prevent those States from doing as poor a job as they are doing?

Mrs. ROBINSON. Well, I don't really feel they are at this stage, the title III game, that any States are really doing a poor job. The Office of Education provides the control for seeing that quality control is there, and so does the State advisory council.

They must each year revise their plan for spending funds. They must all provide a needs assessment for receiving the funds. So there is control, I feel, and I would only unify the program more and see that it all went through the States.

Mr. LEHMAN. Really?

Mrs. ROBINSON. Yes.

Chairman PERKINS. Thank you very much.

Mrs. ROBINSON. Categorized.

Chairman PERKINS. Mr. Quie, do you have any questions now that you would like to ask Mrs. Robinson?

Mr. QUIE. No.

Chairman PERKINS. You have been an excellent witness, Mrs. Robinson. Thank you.

[The National Advisory Council on Supplementary Centers and Services annual report on ESEA, title III, referred to earlier in testimony follows:]

National Advisory Council on Supplementary Centers and Services

ANNUAL REPORT, ESEA TITLE III

February 15, 1973.

The President,
The White House,
Washington, D.C.

Dear Mr. President: The members of the National Advisory Council on Supplementary Centers and Services are pleased to submit to you and to the Congress this report on the operation of Title III of the Elementary and Secondary Education Act in fiscal year 1972.

Our report, the fifth which the Council has made, has the special responsibility of conveying the Council's recommendations as to the future of Title III, since during 1973 the Congress will be reviewing the Elementary and Secondary Education Act to determine if there is justification for continued commitment to its objectives. Title III is that part of the Act which provides federal funds to the states for locally conceived and administered innovative educational programs in elementary and secondary schools. Title III projects address learner needs which are not being met by traditional educational programs, after these needs have been identified and given priority by concerned local citizens and educators.

The Council has examined the strengths and weaknesses which it sees in the Title III program and presents herewith its assessment of the status of this federal education effort. We are honored to have this opportunity to work with you, and we join you in concern for the improvement of all education.

Respectfully yours,

Dorothy S. Robinson,
Chairman.

Strengths of Title III

Title III of the Elementary and Secondary Education Act is the most effective force in American education for constructive innovation and change. Since its enactment by Congress in 1965, Title III has made federal funds available to the states for projects which apply new methods and research to educational problems in local elementary and secondary schools. In doing so, Title III has stimulated interest in improved educational practices at the grassroots level of education and has brought research and development directly into the classroom.

For most school districts, the funds available from Title III are the only funds available for experimental research and development. School administrators find it difficult to take the risks which are inherent in innovation if the money for this purpose must come from hard-pressed local fiscal resources. Congress recognized this, and also that a continuing process of self-improvement in education is in the national interest, when it provided federal support for innovation to local schools through Title III.

Under the legislation, Title III funds may be used for projects in any curriculum area. The administrative machinery of the Title III program at the state and national levels does not need to "tool up" for each new problem or approach. This fact, that it is a flexible program in being, makes it possible for Title III to respond to educational needs as they arise. The program is therefore a valuable model-creating resource, both to education as a whole and to other federal education programs.

Title III pilot projects exist in many of the fields in which the federal government has made major commitments to education in recent years: environmental education, preschool, ethnic studies, bilingual education, reading, career and personal guidance and counseling, special education for the handicapped, and compensatory education for the disadvantaged. That the Title III experience, which is a practical source of expertise, is often not tapped by other government programs is a failure of cooperation within and between government agencies rather than of the Title III concept.

Title III projects are locally initiated, locally administered, and respond to locally identified educational needs. This conforms to the American commitment to local control of education and also fulfills one of the conditions for educational change: that it must rise out of local concern and be sustained by local conviction. Change imposed on schools from outside—and especially from above—has historically not endured.

Title III projects respond to learner needs which are identified by school systems through systematic assessment of current educational outcomes. If programs in certain curriculum areas are not producing good results for children, or if there seems to be need to give children new kinds of educational experiences, Title III can provide development capital for innovation, to demonstrate the possibility or feasibility of making changes in educational practices.

A successful new practice developed in a Title III project can be copied, in whole or in part, by other schools. Change thereby spreads by a process of diffusion as a blotter absorbs ink. This kind of change is sometimes criticized as noncomprehensive and too gradual, but it has the great advantage of producing lasting effects in attitude on the part of educators.

Title III projects operate in classrooms—which is where the problems are. In doing so, they bridge the gap between theory and practice which has often rendered education research sterile and unprofitable. A Title III project proposal must show that existing research in the subject field has been taken into account and that the project directors are aware of and knowledgeable about the background work which has been done by other educators. The Title III project then moves immediately to practical application of this theory to the needs of children in classroom situations and thereby provides the practical evidence which educators need of the applicability of research to their own problems.

The stimulation of new solutions to difficult educational problems is the vital central objective of Title III. However, in achieving it, Title II has developed a process of needs assessment, research utilization, management by objectives, evaluation, and accountability which impacts far beyond the program itself. In all of these areas, Title III staffs in the United States Office of Education and state education departments are in the forefront of new educational thinking and provide leadership to other programs.

Title III has made a distinctive contribution to public participation in education decision-making. Each state is required by the legislation to appoint an advisory council composed of persons who represent the broad educational and cultural interests of the state, and each operating project is required to have a local advisory council made up of citizens of the community. These councils, state and local, have become a network through which citizens can express their concerns about education, and they have been highly effective in creating the public understanding which is essential to successful educational change.

Title III has been instrumental in developing cooperation within the educational structure, by stimulating creation of intermediate units which serve a number of school districts with research, dissemination services, equipment, or personnel; by bringing together public and nonpublic schools; and by encouraging interrelationships between education departments and other public agencies and community facilities.

Since it was enacted by Congress in 1965, Title II has been nurtured by the contributions of many educators, supported by citizen advisory councils, and strengthened by the increased competence of state departments of education. The needs are still great, but the foundation and the framework have been laid, and in the years ahead, Title III can serve as the focus and the incentive for continuing educational improvement.

RECENT ACCOMPLISHMENTS OF TITLE III

Unlike most other federal programs, Title III depends upon people at the state and local levels to define the critical areas for educational innovation and reform. The program operates on the assumption that practitioners in the field know best what problems they face and are best able to develop appropriate responses to those problems.

Of the more than 6,000 projects which have been funded by Title II to date, many have had considerable impact—as continuing projects within their own communities; as models which other communities have adopted; or as ideas which have had opportunity to be tested and which subsequently have been implemented in larger, more substantial contexts.

CONTINUATION AND ADOPTIONS

The first impact of a Title III project is, of course, at its original site. To evaluate this effect, the National Advisory Council in 1971 commissioned a study of the rate of continuation of projects after the termination of federal funding. Eight hundred school superintendents were asked what had happened at the end of the three-year federal funding period to Title II projects started in their districts in the year 1966, 1967, and 1968. The responses indicated that 53 per cent of all these projects were still in existence in November, 1971, operating with local funds, as specific identifiable components of the school system, still meeting the needs for which they were originally undertaken. Thirty-three per cent of them were being funded at a level equal to or as much as one and one-half times higher than the level of federal funding.*

The University of Kansas recently completed a project-by-project study of Kansas programs whose Title III funding had terminated, in order to determine the "continuation" rate. This study, useful for its descriptions of specific project activities, revealed that of 20 programs examined, 10 were continuing 90 per cent or more of the activities initiated while under Title III funding; only two of the 20 were operating at a level of less than 25 per cent of their previous activity.

Survival of a Title III project cannot be measured, however, solely in terms of the continuation of a separate, identifiable entity in a school system. Ninety-nine per cent of the superintendents who responded in the National Advisory Council study said that "materials and concepts" created by their Title III projects continued in use in the school system after the termination of federal funding, with 50 per cent indicating that the use was at a "significantly greater" level than during the period of federal funding. Many who responded that their projects had been "discontinued" qualified that statement with the information that *components* of the project were continuing.

The superintendents also were asked about the effects of their Title III projects on other communities. Sixty per cent of the superintendents said that they knew of "at least" one adoption of the project, in whole or in part, by another school district. Many said that on the basis of visitations and inquiries which the projects had entertained they were sure there were many more adoptions or adaptations of which they were not aware.

EXTENSIONS OF TITLE III IDEAS AND ACTIVITIES

In a variety of ways, ideas which were given initial tests under Title III funding have been recognized as worthwhile and instituted in an expanded manner by agencies using local education funds. A number of Title III-sponsored preschool programs, for example, now serve as models for their school districts and have contributed to the design of national efforts. One of the early Title III projects, the Ypsilanti, Michigan, *Preschool Curriculum Demonstration Program*, now has increased funding from other sources and is one of the most widely known of the cognitively-oriented early childhood programs.

In the State of New Jersey, several years of Title III-funded activity in the field of environmental education led to increased state support. In August, 1971, the legislature passed the New Jersey Environmental Education Act, as a master plan for statewide environmental education. Title III funds not only supported several of the most noteworthy environmental education projects in the state but also were used to initiate a State Council on Environmental Education which helped design the new legislation. Without the accomplishments of the exemplary Title III projects, and the research and planning functions of the Title III-funded State Council on Environmental Education, it is doubtful whether the Act would be operative at this time.

Similarly, the *Hawaii English Program* (HEP) was begun in 1966 with a Title III grant, and state funds now cover most of the costs of development, dissemination and training. In addition, HEP materials and instructional techniques currently are being introduced to schools in Guam, American Samoa, and the United States Trust Territories of the Pacific.

In several states the importance of regional service centers has been recognized by school districts and state education agencies. These centers, initiated with Title III funds, provide a variety of services to individual districts and facilitate cooperation, joint planning, and mutual support within a given region. In Texas and New York, state funds have been allocated to continue networks of regional centers, and the State of New Jersey recently authorized the establishment of three additional centers to be modeled after the Title III-funded Education Improvement Center now serving southern New Jersey.

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*The usual period of federal funding of a Title III project is three years. Therefore, only those projects which were begun in the earliest years of the Title III program can be assessed in a study of continuation at this point in time. The continuation rate does not, therefore, reflect the increasing professional skill in selection and administration of projects which characterizes current Title III activity.

NEW APPROACHES

Federal guidelines stipulate that the awarding of Title III grants must be based on a comprehensive needs assessment by which the most critical educational needs of a state are determined. Most states have therefore been committed to using Title III money to support programs which address pressing educational problems. There have been Title III projects which seek effective techniques for educating handicapped children, projects which are concerned with the special problems of schools in rural areas, and projects which bring innovative approaches to the needs of innercity children.

In all of these areas, much remains to be done. Expansion of public education services to all handicapped children has been mandated by recent court decisions which place upon the schools responsibility for educating severely retarded or multiply handicapped children who have not previously been served by public education. Rural schools, often isolated and serving sparsely populated areas, have need to find ways to bring such services as guidance and counseling, special education, remedial education, and experiences in the fine arts to their students. Rural schools also have minority populations to serve, and such projects as the *Indian Community Guidance Project* in Nebraska address a composite of the problems found in rural communities.

The critical problems of large city schools seem resistant to solution by the simple infusion of new money. Urban areas need the opportunity for continuing development of innovative models which have potential for the improvement of the education of low-socio-economic, environmentally deprived children, particularly black and Spanish-heritage children and those of other ethnic groups which have been denied the advantage of quality education. The cities have urgent need to participate in planning for such use of Title III funds.

Despite severe funding limitations, Title III money has supported a variety of effective programs in each of these areas.

While continuing to address these critical needs, Title III provides support for a number of new approaches, programs which attempt to respond to broad questions and look critically at some basic educational assumptions.

Among all the federal support programs, Title III is virtually unique in terms of its programmatic flexibility. Unwed to any particular solution, free to experiment with new organizational and administrative arrangements, and with an orientation to the school district and classroom levels that allows for constant feedback and program modification, Title III is able to stay at the forefront of educational practice. As examples of how Title III funds are being used creatively to address continually-arising new challenges, it is useful to look briefly at five areas of current activity:

1. New administrative and organizational arrangements
2. Dissemination and training programs relating to new instructional approaches
3. Broad reformulations of educational practice
4. Alternative/model schools
5. Metropolitanism

New administrative and organizational arrangements

A number of Title III projects are addressing the problems of the inefficiency of schools, the rigidity of personnel practices, and the absence of accountability procedures. These programs are attempting to devise more appropriate structures to increase the effectiveness and efficiency of instruction.

Unity, Maine, for example, is achieving positive results—increased student achievement, favorable community reaction, and support from the teachers—in a Title III-funded program in which students attend classes four days a week, with the fifth day reserved for teacher inservice training and curriculum instruction. More than a dozen Title III projects, in California, Illinois, Kentucky, Michigan, Minnesota, North Carolina, and Ohio, are currently experimenting with models for year-round schools.

Many Title III projects are exploring better ways of utilizing personnel, both professional and nonprofessional, in their educational programs. Several projects are testing new administrative arrangements for secondary schools; others are designed to take advantage of community resources to enrich the program, using paid paraprofessionals and/or unpaid volunteers. Several dozen Title III projects, seven in North Carolina alone, are experimenting with various models of differentiated staffing whereby a number of different levels of teaching responsibility and remuneration replace the traditional, uniform definition of the teacher's role. Title III funds also are supporting projects utilizing cross-age teaching, where older youngsters help teach younger students.

Accountability is a concept that is receiving increased attention, as professionals and lay people alike search for ways to improve the performance of their schools. For example, Title III is funding a project in the Toledo, Ohio, public schools which is initiating an accountability model throughout the school system, from central administration to individual teachers. Another type of accountability is being tested with Title III funds in Craig, Alaska, where an entire school is being structured around the concept of student accountability. A similar Title III-funded project, *Changing from Time Requirements to Performance Requirements for Granting Academic Credit*, is now operating in Indiana.

Dissemination and training programs relating to new instructional approaches

Over the years Title III funds have supported a wide variety of projects designed to improve curricular and instructional techniques. Programs in the areas of science, mathematics, English, social studies, foreign languages, and many other subjects continue to be funded; and in one area—reading—numerous Title III programs are currently under way, seeking to develop better materials and methods for teaching children to read. Close to 40 Title III programs are exploring the potential of open-space schools, and more than 100 projects are concerned with individualized instruction.

Recently there has been increased recognition of the need to help build on the successes of these development projects and undertake more systematic approaches to dissemination and training. For, unless there are ways for people to learn about the achievements of a given project—or for additional numbers of teachers to be trained in a new approach—even the most successful of programs will have limited impact.

With this need in mind, a number of states have begun to use Title III money to fund programs of dissemination and training. A number of Title III programs, for example, are implementing the Multi-Unit School/Individually Guided Education model that has been developed at the University of Wisconsin's Research and Development Center. Several other school districts are using Title III funds to implement curriculum programs of individually Prescribed Instruction developed by the Pittsburgh Research and Development Center.

A number of school systems have initiated Title III projects to help acquaint teachers with some of the existing open-classroom models and to provide guidance and support to those teachers who decide to implement open-classroom techniques. The Washington, D.C., school system is using Title III funds to support its *Training Center for Open Space Schools;* similarly, Pittsburg has relied on Title III for its program to *Disseminate the Free Learning Environment* to selected public and parochial schools in the area. A recent Title III grant in New York created the *City College Workshop Center for Open Education*.

In Philadelphia, Title III funds support the *Comprehensive Early Childhood Education Program*, which is designed to acquaint parents with the wide variety of early childhood models operating in the city and to help them select for their own schools those models which are appropriate. Similar Title III-funded programs of cross-school dissemination and staff development are operating in Oregon (*Institutionalizing Innovations in Small Schools*) and Massachusetts (*Network of Innovative Schools*).

Broad reformulations of educational practice

One of the major advantages of the unrestricted nature of Title III's mandate is that funding can be provided for explorations into nonconveniental areas of education, areas which do not fit into existing patterns of activity. Consequently, Title III can provide incentives for people to re-think broad educational issues and develop creative solutions to basic problems.

Because projects in this category do not lend themselves to easy generalizations, it is impossible to describe the full range of creative activities that Title III grants are supporting. The three projects which follow illustrate the variety of approaches and convey the elements that all have in common—people taking a hard look at current educational practice and assumptions, asking the "larger questions," and exploring new directions for educational reform.

Project Redesign in New York is leading the way in helping local school districts in the state reformulate educational goals and practices. Each of the five pilot projects currently in operation has involved students, professionals, and community representatives in taking a hard look at their schools and contemplating new directions for education programs.

Birmingham, Alabama, is using Title III funds to design an educational program as part of its Medical Center Complex. To design a program that will be appropriate for its projected enrollment of 300 handicapped and 300 non-handicapped students, project personnel are asking basic questions regarding use of space, individualized curricula, and the use of instructional technology.

In Los Angeles, California, Title III funds are supporting the development of a systems-based, interdisciplinary approach to environmental education. The target population ranges from kindergarten students to adults and the effort is to integrate analysis of ecological issues with other elements of school and community life, not treating the topic as something academic and isolated.

Alternative/model schools

Few topics are receiving as much attention currently as are "alternative" schools. Though the definitions vary—as do the target populations, goals, curricula, and instructional emphases—there is a growing interest in the development of comprehensive, institutional approaches to educational change. Greater numbers of people are coming to believe that fragmentary efforts to change schools—modifying the science program, for example, or instituting one independent-study course—will have little lasting impact. Increasingly, educators, students, and community leaders are beginning to talk about changes in the school as an institution—in the relationship among components of the curriculum, in structure and formal rules, in adult-student relationships, and in the school's interaction with other elements in the community.

Title III funds are supporting scores of school-wide improvement programs in almost every state in the nation. Many of these projects are experimenting with nongraded designs and flexible schedules. Others are concerned primarily with increasing student options within the educational program. Several school districts have used Title III funds to establish "schools within schools," making the programs more decentralized and more responsive to the needs of students and teachers.

A number of school districts have established spearate programs with their Title III grants, located away from the regular school buildings and intended to address the needs of special groups of students. These range from a program of *Comprehensive Services to School Age Mothers* in Milwaukee, to the *East Woodlawn Academy* for potential dropouts in Illinois, to the comprehensive *Mountain School Project* in Georgia, to the *St. Paul (Minnesota) Open School* with its 500 students in grades kindergarten through twelve.

Metropolitanism

This last category refers to projects that, in addition to their educational merits, also serve the purpose of bringing together students from urban and suburban school districts. In many metropolitan areas there is a wide chasm of distrust, misinformation and stereotypes which separate the central city's schools from those of its suburban neighbors. Students in each, consequently, are deprived of the opportunity to associate with and learn from other economic, racial, or ethnic groups.

Political and financial considerations often prevent efforts to bridge the gaps between urban and suburban school systems. In this respect, Title III, with its "add-on" money and programmatic flexibility, has been useful in providing the vehicle that creative people in several metropolitan areas have used to initiate pilot programs of urban/suburban cooperation.

In the Philadelphia area, for example, a Title III project brings together in an alternative high school program volunteer students from five surburan school systems and from the School District of Philadelphia. *EdCo*, the *Educational Collaborative for Greater Boston*, provides services for professional personnel and students from Boston, Cambridge, and five suburban school districts. Another project in the Boston area, *CITY (Community Interaction Through Youth)*, offers an alternative education program for interested students from Brookline and Cambridge.

Using environmental education as a focus, *Project USE (Urban-Suburban Environmental Studies Program)* brings together students from suburban Bellevue and urban Seattle in the State of Washington. Rochester, New York also has used Title III funding, to support a cooperative project with suburban districts, a program of voluntary pupil exchange, and an Urban/Suburban Community Council.

PROBLEMS AND RECOMMENDATIONS

This section of the annual report is in response to Sec. 309 (c) of the Act, which requires the Council to "... make an annual report of its findings and recommendations (including recommendations for changes in the provisions of this title) to the President and the Congress. . . ." In presenting recommendations, the Council outlines the problem which it sees as limiting the effectiveness of the Title III effort and states a recommendation for the correction of the problem. (Underlined portions of reproduced copy denote suggested changes or deletions.)

PROBLEM

Title III of the Elementary and Secondary Education Act is handicapped by an awkward and nondescriptive title. The name originally assigned to this section of the law, "Supplementary Educational Centers and Services," does not reflect the major thrust of the program, which is the use of federal funds to stimulate innovative approaches to educational problems. The name was lengthened, by the Amendments of 1969, to include "Guidance, Counseling, and Testing." The combined title, "Supplementary Educational Centers and Services; Guidance, Counseling, and Testing," is too lengthy and too confusing to be used effectively either among educators or in public dissemination of information about this federal program.

RECOMMENDATION

The National Advisory Council recommends that the title of Title III of the Elementary and Secondary Education Act be changed to read: "Title III—Innovation in Education."

LEGISLATION

Title III—Supplementary Educational Centers and Services; Guidance, Counseling, and Testing.

PROBLEM

Provision of "supplementary centers and services" or "vitally needed educational services not available in sufficient quantity or quality" is not the thrust of Title III as it has developed during its seven years of operation. Title III's unique capacity is, rather, in its mandate to "... establish exemplary programs to serve as models. . . ." It is vital that this aspect of the legislation be protected and strengthened and that the focus of Title III be in the area of its most important contribution, which is the stimulation of creative and constructive educational change.

When Title V–A of the National Defense Education Act was combined with Title III of the Elementary and Secondary Education Act by the Education Amendments of 1969, the two programs had been operating with dissimilar objectives. If Title III is to maintain its identity as a source of creative and innovative educational practices, it is necessary that the funds provided by the law for guidance and counseling be used for new approaches in that field. Although testing can be an important component of a state or local project or program, statewide testing should be funded from sources other than Title III.

RECOMMENDATION

The National Advisory Council recommends that the words "supplementary centers and services" be deleted wherever they occur in the legislation, and that the words "stimulate and assist in the provision of vitally needed educational services not available in sufficient quantity or quality" be deleted from Sec. 301. (a).

The National Advisory Council recommends that the words "to assist the States in establishing and maintaing programs of testing and guidance and counseling" be deleted from Sec. 301. (a).

LEGISLATION

Appropriations Authorized

SEC. 301. (a) The Commissioner shall carry out a program for making grants *for supplementary educational centers and services, to stimulate and assist in the provision of vitally needed educational services not available in sufficient* *quantity or quality, and* to stimulate and assist in the development and establishment of exemplary elementary and secondary school education programs to serve as models for regular school programs, *and to assist the States in establishing and maintaining programs of testing and guidance and counseling.*

PROBLEM

Funding authorization for ESEA Title III extends through June 30, 1973. If by that time Congress has neither renewed nor formally rejected renewal of the Elementary and Secondary Education Act, one-year extension of the Authorization will come into effect under the General Education Provisions of Title IV of ESEA.

Title III has over the past seven years demonstrated that federal support is highly effective in encouraging the development of new approaches in education, and it has also shown that there is great need for a continuing process of creative change in American education.

Funding of Title III has never been adequate to the need for development capital in education. Appropriations which were at 75 per cent of authorization in 1966 were down to 25 per cent of authorization in 1972. In the present time of steadily increasing educational costs, the necessity of increased support for Title III is greater than ever before.

RECOMMENDATION

The National Advisory Council recommends that Title III of the Elementary and Secondary Education Act be extended for five years as a specific federal program to provide funds to the states to be used by them to stimulate the creation of innovative educational programs to meet identified educational needs.

The National Advisory Council recommends that funding authorizations and appropriations for Title III more nearly reflect the national need for model educational programs, i.e., *$650,000,000 for the fiscal year ending June 30, 1974, $675,000,000 for the fiscal year ending June 30, 1975, $700,000,000 for the fiscal year ending June 30, 1976, $725,000,000 for the fiscal year ending June 30, 1977, and $750,000,000 for the fiscal year ending June 30, 1978.*

"(b) For the purpose of making grants under this title, there is hereby authorized to be appropriated the sum of *$550,000,000 for the fiscal year ending June 30, 1971, $575,000,000 for the fiscal year ending June 30, 1972, and $605,000,000 for the fiscal year ending June 30, 1973.* In addition, there are hereby authorized to be appropriated for the fiscal year ending *June 30, 1971*, and each of the succeeding fiscal years such sums as may be necessary for the administration of State plans, the activities of advisory councils, and the evaluation and dissemination activities required under this title.

"Allotment Among States

"SEC. 302. (a) (1) There is hereby authorized to be appropriated for each fiscal year for the purposes of this paragraph an amount equal to not more than 3 per centum of the amount appropriated for such year for grants under this title. The Commissioner shall allot the amount appropriated pursuant to this paragraph among Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands according to their respective needs for assistance under this title. In addition for each fiscal year ending prior to *July 1, 1972*, he shall allot from such amount to (A) the Secretary of the Interior the amount necessary to provide programs and projects for the purpose of this title for individuals on reservations serviced by elementary and secondary schools operated for Indian children by the Department of the Interior, and (B) the Secretary of Defense the amount necessary for such assistance for children and teachers in the overseas dependents schools of the Department of Defense. The terms upon which payments for such purpose shall be made to the Secretary of the Interior and the Secretary of Defense shall be determined pursuant to such criteria as the Commissioner determines will best carry out the purposes of this title.

"(2) From the sums appropriated for making grants under this title for any fiscal year pursuant to section 301(b), the Commissioner shall allot $200,000 to each State and shall allot the remainder of such sums among the States as follows:

"(A) He shall allot to each State an amount which bears the same ratio to 50 per centum of such remainder as the number of children aged five to seventeen, inclusive, in the State bears to the number of such children in all the States, and

"(B) He shall allot to each State an amount which bears the same ratio to 50 per centum of such remainder as the population of the State bears to the population of all the States.

For the purposes of this subsection, the term "State" does not include the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands.

"(b) The number of children aged five to seventeen, inclusive, and the total population of a State and of all the States shall be determined by the Commissioner on the basis of the most recent satisfactory data available to him.

"(c) The amount allotted to any State under subsection (a) for any fiscal year, which the Commissioner determines will not be required for the period for which that amount is available, shall be available for grants pursuant to section 306 in such State, and if not so needed may be reallotted or used for grants pursuant to section 306 in other States. Funds available for reallotment may be reallotted from time to time, on such dates during that period as the Commissioner may fix, among other States in proportion to the amounts originally allotted among those States under subsection (a) for that year, but with the proportionate amount for any of the other States being reduced to the extent it exceeds the sum the Commissioner estimates that State needs and will be able to use for that period; and the total of these reductions may be similarly reallotted among the States whose proportionate amounts were not so reduced. Any amount reallotted to a State under this subsection from the funds appropriated pursuant to section 301 for any fiscal year shall be deemed to be a part of the amount allotted to it under subsection (a) for that year.

"(d) The amounts made available under the first sentence of subsection (c) for any fiscal year shall remain available for grants during the next succeeding fiscal year.

PROBLEM

Under Public Law 91-230 of April, 1969, Congress combined Title V-A of the National Defense Education Act, which provided federal funds for guidance, counseling, and testing programs in the schools, with Title III of ESEA. Inclusion in Public Law 91–230 of the words "except as expressly modified by this title, Federal funds may be used for the same purposes and the funding of the same types of programs previously authorized by those titles" makes it possible that funds for guidance and counseling may be used to extend existing services in that field rather than to create new approaches.

Guidance and counseling can greatly benefit, as do other areas of the curriculum, from intensive efforts to develop new techniques and programs. Administration of the Title III program at the state and national levels would be greatly facilitated if the guidance and counseling portion of the program were subject to the same guidelines as to innovativeness and exemplariness as are other projects. It is essential, also, that Title III have a clear identity as a program to to stimulate creative innovation in all education, including guidance and counseling. If general federal support for guidance and counseling maintenance and extension is considered desirable, this objective could be written into a separate title of the Elementary and Secondary Education Act.

The "testing" portion of the former NDEA Title V-A is inappropriate to the Title III concept and should, if federally funded, be administered under other legislation.

RECOMMENDATION

The National Advisory Council supports the intent of Congress to strengthen guidance and counseling programs and believes that this can best be done by encouraging innovative and creative programs as models. The Council recommends that the words "funds may be used for the same purposes and the funding of the same types of programs previously authorized" be deleted from Sec. 303. (a) and the word "programs for testing students in the public and private elementary and secondary schools and in junior colleges and technical institutes in the state" be deleted from Sec. 303. (b) (4).

LEGISLATION

"Uses of Federal Funds

"SEC. 303. (a) It is the purpose of this title to combine within a single authorization, subject to the modifications imposed by the provisions and requirements of this title, the programs formerly authorized by this title and title V–A of the

National Defense Education Act of 1958, *and except as expressly modified by this title, Federal funds may be used for the same purposes and the funding of the same types of programs previously authorized by those titles.*

"(b) Funds appropriated pursuant to section 301 shall be available only for grants in accordance with applications approved pursuant to this title for—

"(1) planning for and taking other steps leading to the development of programs or projects designed to provide *supplementary* educational activities and services described in paragraphs (2) and (3), including Pilot projects designed to test the effectiveness of plans so developed;

"(2) the establishment or expansion of exemplary and innovative educational programs (including dual-enrollment programs and the lease or construction of necessary facilities) for the purpose of stimulating the adoption of new educational programs (including those described in section 503(4) and special programs for handicapped children) in the schools of the State; and

"(3) the establishment, maintenance, operation, and expansion of programs or projects, including the lease or construction of necessary facilities and the acquisition of necessary equipment, designed to enrich the programs of local elementary and secondary schools and to offer a diverse range of educational experience to persons of varying talents and needs by providing, especially through new and improved approaches, *supplementary educational services and* activities, such as—

"(A) remedial instruction, and school health, physical education, recreation, psychological, social work, and other services designed to enable and encourage persons to enter, remain in, or reenter educational programs, including the provision of special educational programs and study areas during periods when schools are not regularly in session;

"(B) comprehensive academic services and, where appropriate, vocational guidance and counseling, for continuing adult education;

"(C) specialized instruction and equipment for students interested in studying advanced scientific subjects, foreign languages, and other academic subjects which are not taught in the local schools or which can be provided more effectively on a centralized basis, or for persons who are handicapped or preschool age;

"(D) making available modern educational equipment and specially qualified personnel, including artists and musicians, on a temporary basis for the benefit of children in public and other nonprofit schools, organizations, and institutions;

"(E) developing, producing, and transmitting radio and television programs for classroom and other educational use;

"(F) in the case of any local educational agency which is making a reasonable tax effort but which is nevertheless unable to meet critical educational needs (including preschool education), because some or all of its schools are seriously overcrowded, obsolete, or unsafe, initiating and carrying out programs or projects designed to meet those needs, particularly those which will result in more effective use of existing facilities;

"(G) providing special educational and related services for persons who are in or from rural areas or who are or have been otherwise isolated from normal educational opportunities, including, where appropriate, the provision of mobile educational services and equipment, special home study courses, radio, television, and related forms of instruction, bilingual education methods and visiting teachers' programs;

"(H) encouraging community involvement in educational programs;

"(I) providing programs for gifted and talented children; and

"(J) other specially designed educational programs or projects which meet the purposes of this title; and

"(4) programs *for testing students in the public and private elementary and secondary schools and in junior colleges and technical institutes in the State, and programs* designed to improve guidance and counseling services *at the appropriate levels in such schools.*

"(c) In addition to the uses specified in subsection (b), funds appropriated for carrying out this title may be used for—

"(1) proper and efficient administration of State plans;

"(2) obtaining technical, professional, and clerical assistance and the services of experts and consultants to assist the advisory councils authorized by this title in carrying out their responsibilities; and

"(3) evaluation of plans, programs, and projects, and dissemination of the results thereof.

PROBLEM

Title III was designed to relate to the needs of all children, in both public and private schools, and to provide educators with opportunity to cooperate in seeking solutions to difficult problems.

The legislation is flexible and supportive; however, restrictions have been placed on nonpublic school involvement by Office of Education regulation and by limitations imposed by individual states.

In connection with those sections of Title III which have to do with private school participation, the regulations under which the Office of Education administers the Title III program specify that "whenever practicable," educational services shall be provided to private school children on publicly controlled premises, and any project to be carried out in public facilities which involves joint participation by children enrolled in private schools and children enrolled in public schools shall include such provisions as are necessary to avoid the separation of participating children by school enrollment or religious affiliation. These are formidable obstacles: they have the effect of requiring private school children to come to the public school for their participation in a project.

The regulations also say that provisions for serving private school children shall *not* include (1) payment of salaries to teachers or other employees of private schools, except for services performed outside regular hours of duty and under public supervision and control, (2) financing of the existing level of instruction in private schools, (3) the placement of equipment on private school premises other than portable or mobile equipment which is capable of being removed from the premises each day, or (4) the construction of facilities for private schools. Since there can, by the regulations, be no payment of salaries of nonpublic school teachers for regular time spent in connection with the project, the private schools report that they have problems in releasing teachers for training or for activities in connection with the project.

Some states have legislation wihch severely limits, or altogether forbids, any expenditure of public funds for the benefit of private, and especially parochial, schools. In these states, local law may make impossible even the limited degree of participation encouraged by the regulations for Title III. The so-called "by-pass" section of the legislation is intended to meet such situations under the provisions of Sec. 307. (f)(1)(2).

Both the legislation and the regulations carry an implication, by the manner in which private school participation in projects is protected, that Title III projects will be sponsored by public schools. Neither the legislation nor the regulations *requires* this, however. The stipulation is only that application shall be made through the appropriate local educational agency, defined as: "a public board of education or other public authority legally constituted within a State for either administrative control or direction of, or to perform a service function for, public elementary or secondary schools. . . ." In those States in which the local law permits, there is no reason why a nonpublic school should not make application, through the local education agency, for Title III funds.

RECOMMENDATION

The National Advisory Council recommends that positive action be taken by the United States Office of Education to encourage participation of nonpublic school children and teachers in all Title III projects in which they are eligible to participate, and that the right of nonpublic schools to apply for Title III funds through the appropriate local education agency be protected by the states and the Office of Education.

LEGISLATION

"*Application for grants; conditions for approval*

"SEC. 304. (a) A grant under this title pursuant to an approved State plan for by the Commissioner for a *supplementary educational center or service* program or project may be made only to a local educational agency or agencies, and then only if there is satisfactory assurance that, in the planning of that program or project there has been, and in the establishment and carrying out thereof there will be, participation of persons broadly representative of the cultural and educational resources of the area to be served. The term 'cultural and educational resources' includes State educational agencies, institutions of higher education, nonprofit private schools, public and nonprofit private agencies such as libraries, museums, musical and artistic organizations, educational radio and television, and other cultural and educational resources. Such grants may be made only upon application to the appropriate State educational agency or to the Commissioner, as the case may be, at such time or times, in such manner, and containing or accompanied by such information as the Commissioner deems necessary. Such application shall—

"(1) provide that the activities and services for which assistance under this title is sought will be administered by or under the supervision of the applicant;

"(2) set forth a program for carrying out the purposes set forth in section 303(b) and provide for such methods of administration as are necessary for the proper and efficient operation of the programs;

"(3) set forth policies and procedures which assure that Federal funds made available under this title for any fiscal year will be so used as to supplement and, to the extent practical, increase the level of funds that would, in the absence of such Federal funds, be made available by the applicant for the purposes described in section 303(b), and in no case supplant such funds;

"(4) provide, in the case of an application for assistance under this title which includes a project for the construction of necessary facilities, satisfactory assurance that—

"(A) reasonable provision has been made, consistent with the other uses to be made of the facilities, for areas in such facilities which are adaptable for artistic and cultural activities,

"(B) upon completion of the construction, title to the facilities will be in a State or local educational agency, and

"(C) in developing plans for such facilities (i) due consideration will be given to excellence of architecture and design and to the inclusion of works of art (not representing more than 1 per centum of the cost of the project), and (ii) there will be compliance with such standards as the Secretary may prescribe or approve in order to insure that, to the extent appropriate in view of the uses to be made of the facilities, such facilities are accessible to and usable by handicapped persons;

"(5) provide for such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of and accounting for Federal funds paid to the applicant under this title; and

"(6) provide for making an annual report and such other reports, in such form and containing such information, as the Commissioner may reasonably require to carry out his functions under this title and to determine the extent to which funds provided under this title have been effective in improving the educational opportunities of persons in the area served, and for keeping such records and for affording such access thereto as the Commissioner may find necessary to assure the correctness and verification of such reports.

"(b) An application by a local educational agency for a grant under this title may be approved only if it is consistent with the applicable provisions of this title and—

"(1) meets the requirements set forth in subsection (a);

"(2) provides that the program or project for which application is made—

"(A) will utilize the best available talents and resources and will substantially increase the educational opportunities in the area to be served by the applicant, and

"(B) to the extent consistent with the number of children enrolled in nonprofit private schools in the area to be served whose educational needs are of the type provided by the program or project, makes provision for the participation of such children; and

"(3) has been reviewed by a panel of experts.

"(c) Amendments of applications shall, except as the Commissioner may otherwise provide by or pursuant to regulations, be subject to approval in the same manner as original applications.

PROBLEM

Sec. 305. (c) requires that any state desiring to receive payments for any fiscal year shall submit to the Commissioner, through its state education agency, a state plan, at such time and in such detail as the Commissioner may deem necessary.

A survey conducted by the National Advisory Council shows that almost all states are strongly supportive of a recommendation that would call for the annual submission of a modified version of the state plan, which would call only for the revision of certain sections or the updating of information.

Furthermore, states report that state plans are not being promptly approved. The results of the survey indicated that as of January 1, 1972, only one of three state plans had been approved for the fiscal year which began six months earlier. States complained about "red tape" and the failure of the Office of Education to respond in writing to those sections which are alleged to be "not in compliance" with Office of Education guidelines.

RECOMMENDATION

The National Advisory Council recommends that the United States Office of Education, in cooperation with the ESEA Title III State Coordinators, review present policies regarding state plans and develop procedures for the annual submission of a modified document.

LEGISLATION

"State Plans

"Sec. 305 (a)(1) Any State desiring to receive payments for any fiscal year to carry out a State plan under this title shall (A) establish within its State educational agency a State advisory council (hereinafter referred to as the State advisory council) which meets the requirements of this subsection, (B) set dates before which local educational agencies must have submitted applications for grants to the State educational agency, and (C) submit to the Commissioner, through its State educational agency, a State plan at such time and in such detail as the Commissioner may deem necessary. The Commissioner may, by regulation, set uniform dates for the submission of State plans and applications.

PROBLEM

State advisory councils have made an important contribution to the development of Title III. To strengthen the role of these councils, the National Advisory Council makes the following suggestions:

Young persons should be appointed to educational advisory councils, and student involvement in the development and improvement of the educational system should be encouraged.

Each state advisory council should include in its membership a person representative of the nonpublic area of elementary and secondary education.

State education agencies should make available to all new council members such material as the Title III legislation and guidelines and a history of Title III, together with such other information as will enable them to fully understand the purposes and objectives of the Title III program.

LEGISLATION

"(2) The State advisory council, established pursuant to paragraph (1) shall—

"(A) be appointed by the State educational agency, and be broadly representative of the cultural and educational resources of the State (as defined in section 304(a)) and of the public, including persons representative of—

"(i) elementary and secondary schools,

"(ii) institutions of higher education, and

"(iii) areas of professional competence in dealing with children needing special education because of physical or mental handicaps;

"(B) advise the State educational agency on the preparation of, and policy matters arising in the administration of, the State plan, including the development of criteria for approval of applications under such State plan;

"(C) review, and make recommendations to the State educational agency on the action to be taken with respect to, each application for a grant under the State plan;

"(D) evaluate programs and projects assisted under this title; and

"(E) prepare and submit through the State educational agency a report of its activities, recommendations, and evaluations, together with such additional comments as the State educational agency deems appropriate, to the Commissioner and to the National Advisory Council, established pursuant to this title, at such times, in such form, and in such detail, as the Secretary may prescribe.

"(3) Not less than ninety days prior to the beginning of any fiscal year in which a State desires to receive a grant under this title, such State shall certify the establishment of, and membership of, its State advisory council to the Commissioner.

"(4) Each State advisory council shall meet within thirty days after certification has been accepted by the Commissioner and select from its membership a chairman. The time, place, and manner of meeting shall be as provided by such council, except that such council shall have not less than one public meeting each year at which the public is given opportunity to express views concerning the administration and operation of this title.

"(5) State advisory councils shall be authorized to obtain the services of such professional, technical, and clerical personnel as may be necessary to enable them to carry out their functions under this title and to contract for such services as may be necessary to enable them to carry out their evaluation functions.

"(b) The Commissioner shall approve a State plan, or modification thereof, if he determines that the plan submitted for that fiscal year—

"(1)(A) except in the case of funds available for the purpose described in paragraph (4) of section 303(b), sets forth a program (including educational needs, and their basis, and the manner in which the funds paid to the State under this title shall be used in meeting such educational needs) under which funds paid to the State under section 307(a) will be expended solely for the improvement of education in the State through grants to local educational agencies for programs or projects in accordance with sections 303 and 304: *Provided*, That, in the case of a State educational agency that also is a local educational agency, its approval of a program or project to be carried out by it in the latter capacity shall, for the purposes of this title, be deemed an award of a grant by it upon application of a local educational agency if the State plan contains, in addition to the provisions otherwise required by this section, provisions and assurances (applicable to such programs or project) that are fully equivalent to those otherwise required of a local educational agency;

"(B) in the case of funds available for the purpose described in paragraph (4) of section 303(b), sets forth—

"(i) *a program for testing students in the public elementary and secondary schools of such State or in the public junior colleges and technical institutes of such State, and, if authorized by law, in other elementary and secondary schools and in other junior colleges and technical institutes in such State, to identify students with outstanding aptitudes and ability, and the means of testing which will be utilized in carrying out such program; and*

"(ii) a program of guidance and counseling at the appropriate levels in the public elementary and secondary schools *or public junior colleges and technical institutes* of such State, (A) to advise students of courses of study best suited to their ability, aptitudes and skills (B) to advise students in their decisions as to the type of educational program they should pursue, the vocation they train train for and enter, and the job opportunities in the various fields, and (C) to encourage students with outstanding aptitudes and ability to complete their secondary school education, take the necessary courses for admission to institutions of higher education, and enter such institutions and such programs may include, at the discretion of such State agency, short-term sessions for persons engaged in guidance and counseling in elementary and secondary schools, *junior colleges, and technical institutes* in such State;

"(2) sets forth the administrative organization and procedures, including the qualifications for personnel having responsibilities in the administration of the plan in such detail as the Commissioner may prescribe by regulation;

"(3) sets forth criteria for achieving an equitable distribution of assistance under this title, which criteria shall be based on consideration of (A) the size and population of the State, (B) the geographic distribution and density of the population within the State, and (C) the relative need of persons in different geographic areas and in different population groups within the State for the kinds of services and activities described in section 303, and the financial ability of the local educational agencies serving such persons to provide such services and activities;

"(4) provides for giving special consideration to the application of any local educational agency which is making a reasonable tax effort but which is nevertheless unable to meet critical educational needs, including preschool education for four- and five-year-olds and including where appropriate bilingual education, because some or all of its schools are seriously overcrowded (as a result of growth or shifts in enrollment or otherwise), obsolete, or unsafe;

"(5) provides that, in approving applications for grants for programs or projects, applications proposing to carry out programs or projects planned under this title will receive special consideration;

"(6) provides for adoption of effective procedures (A) for the evaluation, at least annually, of the effectiveness of the programs and projects, by the State advisory council, supported under the State plan in meeting the purposes of this title, (B) for appropriate dissemination of the results of such evaluations and other information pertaining to such programs or projects, and (C) for adopting, where appropriate, promising educational practices developed through such programs or projects;

"(7) provides that not less than 50 per centum of the amount which such State receives to carry out the plan in such fiscal year shall be used for purposes of paragraphs (1) and (2) of section 303(b);

"(8) provides that not less than 15 per centum of the amount which such State receives to carry out the plan in such fiscal year shall be used for special programs or projects for the education of handicapped children;

"(9) sets forth policies and procedures which give satisfactory assurance that Federal funds made available under this title for any fiscal year (A) will not be commingled with State funds, and (B) will be so used to supplement and, to the extent practical, increase the fiscal effort (determined in accordance with criteria prescribed by the Commissioner, by regulation) that would, in the absence of such Federal funds, be made by the applicant for educational purposes;

"(10) provides for such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of and accounting for Federal funds paid to the State under this title;

PROBLEM

As a result of United States Office of Education inattention to the state annual reports in past years, many states no longer take this assignment seriously. Although state reports are due on October 1, nearly all states fail to submit their reports prior to November 1, and many submit them after December 1. As of December 1, 1972, only thirty-one 1972 state reports had been received by the National Advisory Council and/or the United States Office of Education.

The state annual reports contain a wealth of information on personnel, state advisory councils, evaluation and monitoring, projects funded and/or terminated, number of public and nonpublic students served, number of teachers, and counselors participating in Title III-sponsored activities, and recommendations of state education agencies for the correction of "specific administrative problems."

The state reports serve as an excellent instrument for overall program evaluation and review. The process the states go through in reviewing and evaluating their state and local programs may in fact be the greatest contribution of the reports; however, there is a need for the Office of Education to consolidate and disseminate the data and to respond in writing to the recommendations made by state education agencies.

RECOMMENDATION

The National Advisory Council recommends that the United States Office of Education adopt the practice of responding in writing to recommendations of state education agencies made in annual reports and develop an annual statement that reflects the status of ESEA Title III.

LEGISLATION

"(1) provides for making an annual report and such other reports, in such form and containing such information, as the Commissioner may reasonably require to carry out his functions under this title and to determine the extent to which funds provided under this title have been effective in improving the educational opportunities of persons in the areas served by the programs or projects supported under the State plan and in the State as a whole, including reports of evaluations made in accordance with objective measurements under the State plan pursuant to paragraph (6), and for keeping such records and for affording such access thereto as the Commissioner may find necessary to assure the correctness and verification of such reports;

"(12) provides that final action with respect to any application (or amendment thereof) regarding the proposed final deposit on thereof shall not be taken without first affording the local educational agency or agencies submitting such application reasonable notice and opportunity for a hearing; and

"(13) contains satisfactory assurance that, in determining the eligibility of any local educational agency for State aid or the amount of such aid, grants to that agency under this title shall not be taken into consideration.

"(c) The Commissioner may, if he finds that a State plan for any fiscal year ending prior to *July 1, 1973*, is in substantial compliance with the requirements set forth in subsection (b), approve that part of the plan which is in compliance with such requirements and make available (pursuant to section 307) to that State that part of the State's allotment which he determines to be necessary to carry out that part of the plan so approved. The remainder of the amount which such State is eligible to receive under this section may be made available to such State only if the unapproved portion of that State plan has been so modified as to bring the plan into compliance with such requirements: *Provided*, That the amount made available to a State pursuant to this subsection shall not be less than 50 per centum of tre maximum amount which the State is eligible to receive under this section.

"(d) A State which has had a State plan approved for any fiscal year may receive for the purpose of carrying out such plan, an amount not in excess of 85 per centum of its allotment pursuant to section 302.

"(e)(1) The Commissioner shall not finally disapprove any plan submitted under subsection (a), or any modification thereof, without first affording the State educational agency submitting the plan reasonable notice and opportunity for a hearing.

"(2) Whenever the Commissioner, after reasonable notice and opportunity for hearings to any State educational agency, finds that there has been a failure to comply substantially with any requirement set forth in the plan of that State approved under section 305 or with any requirement set forth in the application of a local educational agency approved pursuant to section 304, the Commissioner shall notify the agency that further payments will not be made to the State under this title (or, in his discretion, that the State educational agency shall not make further payments under this title to specified local educational agencies affected by the failure until he is satisfied that there is no longer any such failure to comply. Until he is so satisfied, no further payments shall be made to the State under this title, or payments by the State educational agency under this title shall be limited to local educational agencies not affected by the failure, as the case may be.

"(3)(A) If any State is dissatisfied with the Commissioner's final action with respect to the approval of a plan submitted under subsection (a) or with his final action under paragraph (2), such State may, within 60 days after notice of such action, file with the United States court of appeals for the circuit in which such State is located a petition for review of that action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Commissioner. The Commissioner thereupon shall file in the court the record of the proceedings on which he based his action as provided in section 2112 of title 28, United States Code.

"(B) The findings of fact by the Commissioner, if supported by substantial evidence, shall be conclusive; but the court, for good cause shown may remand the case to the Commissioner to take further evidence, and the Commissioner may thereupon make new or modified findings of fact and may modify his previous action, and shall certify to the court the record of the further proceedings.

"(C) The court shall have jurisdiction to affirm the action of the Commissioner or to set it aside, in whole or in part. The judgment of the court shall be subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code.

"(f)(1) If any local educational agency is dissatisfied with the final action of the State educational agency with respect to approval of an application of such local agency for a grant pursuant to this title, such local agency may, within sixty days after such final action or notice thereof, whichever is later, file with the United States court of appeals for the circuit in which the State is located a petition for review of that action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the State educational agency. The State educational agency thereupon shall file in the court the record of the proceedings on which the State educational agency based its action as provided in section 2112 of title 28, United States Code.

"(2) The findings of fact by the State educational agency, if supported by substantial evidence shall be conclusive; but the court, for good cause shown, may remand the case to the State educational agency to take further evidence, and the State educational agency may thereupon make new or modified findings of fact and may modify its previous action, and shall certify to the court the record of the further proceedings.

"(3) The court shall have jurisdiction to affirm the action of the State educational agency or to set it aside, in whole or in part. The judgment of the court shall be subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code.

PROBLEM

Section 306. Special Programs and Projects, authorizes the United States Commissioner of Education to use 15 per cent of the Title III appropriation each year for programs or projects which hold promise of making a substantial contribution to the solution of critical education problems common to all or several states.

During fiscal year 1972, the Office of Education expended Section 306 funds as follows:

COMPETITIVE GRANTS*

No.	Curriculum area	Amount
23	Early Childhood	$3,400,000
22	Reading/Comprehensive Programs	2,600,000
15	Environmental Education	2,400,000
15	Education for the Disadvantaged	2,500,000
7	Human Diversity/Cultural Pluralism	1,600,000
3	Student/Youth Activism	500,000
15	Other areas	2,100,000
	Total	15,100,000

COMMISSIONER DIRECTIVES

No.	Curriculum area	Amount
4	Incentives in Education	$300,000
2	Extended School Year (Mich.)	200,000
1	Special Education (Texas)	200,000
67	Educational Technology	1,100,000
400	SWRL (Southwest Laboratory Reading Materials)	1,200,000
19	Right to Read	1,000,000
16	Artists in Schools	1,000,000
	Total	5,000,000

*Continuation costs for locally designed and developed projects initiated in fiscal year 1971.

In a memorandum to chief state school officers in September, 1971, the Commissioner of Education announced that $6 million of the $20 million appropriated for Section 306 in fiscal year 1972 would be spent in programs chosen by the Office of Education for special emphasis (educational technology, SWRL, Right to Read, and Artists in Schools). Selected states received expressions of the Office of Education's interest in initiating specific projects. This procedure was significantly at variance with the philosophy of Title III by which all project awards are made on a competitive basis and originate with local education agencies. Title III funds were diverted to finance Office of Education programs for which there was no budget appropriation.

Encouragement of Office of Education-selected programs is a legitimate concern of the Office of Education, but funding of programs which are not locally designed and developed should be through other sources than Title III.

Another problem frequently cited by the states is an apparent failure on the part of the Office of Education to communicate the objectives of the Section 306 program. Many states have become disenchanted with the administration of Section 306 and request that the entire program be administered by the states.

In the March, 1972, report of the National Advisory Council it was stated that many state advisory councils feel that they are not consulted or informed about the policies which govern the use of ESEA Title III Section 306 funds in their states. Based on complaints registered in state reports, the National Advisory Council recommended that the "Commissioner of Education take the necessary action to insure that state departments of education and ESEA Title

III advisory councils are involved in the selection of projects funded under Section 306 (Special Programs and Projects—15 per cent) and that the use of these funds be compatible with the guidelines established for the state grants program." This problem continues to persist and could be improved measurably if the Office of Education would adopt the following practices:

Invite ESEA Title III state advisory councils and coordinators to comment in writing on all Section 306 project proposals submitted by local education agencies from within their states,

Publicly announce funding allocations, application procedures, and grant awards, and

Periodically report on the results of Section 306 funded projects.

Section 306 was designed to fund programs and projects which hold promise of making a substantial contribution to the solution of critical educational problems. Many of the projects which were locally conceived and developed in critical need areas such as Early Childhood, Environmental Education, Reading, Education for the Disadvantaged, Human Diversity/Cultural Pluralism, and Student/Youth Activism are making a noteworthy contribution to American education.

The concept of being "locally conceived and developed" is a unique characteristic of Title III and should be zealously guarded by those responsible for the administration of the program.

RECOMMENDATION

The National Advisory Council recommends that the United States Congress take the necessary action to insure that Section 306 of Title III is administered in compliance with the intent of the legislation, or that steps be taken to delete that Section from the legislation.

PROBLEM

As part of the United States Commissioner of Education's proposed renewal program in 1971–72, Section 306 (Commissioner's discretionary 15 per cent) of Title III was transferred out of the Division of Plans and Supplementary Centers in the Office of Education's Bureau of Elementary and Secondary Education and assigned to the National Center for the Improvement of Educational Systems, which was to administer the renewal program. This action was in line with the intent that the renewal effort be financed from funds discretionary to the Commissioner.

Although the renewal strategy was denied by Congress as an unauthorized assumption of program authority by the Office of Education, Section 306 remains in the National Center for the Improvement of Educational Systems, under the Deputy Commissioner for Development, while the State Plans portion of Title III is administered in the Bureau of Elementary and Secondary Education.

This separation of one program between two administrative divisions of the Office of Education weakens the impact of Title III.

RECOMMENDATION

The National Advisory Council recommends that the State Plans Section (85%) and the Special Programs and Projects Section (15%) of Title III be administered by the Office of Education within a single administrative unit.

PROBLEM

The full impact of Title III on the educational system cannot be realized until those projects which have developed successful solutions to educational needs of learners are given widespread visibility.

Over a seven-year period, there have been many successful Title III projects, but the rate of adoption of these projects beyond their original sites has not been as rapid as it would have been had there been a vigorous effort at the national level to encourage dissemination and diffusion.

State education agencies are encouraged to promote the adoption/adaption of promising educational practices within their states. California and New Jersey, for example, have developed noteworthy diffusion models which could be utilized in the creation of a national dissemination plan. Ultimate responsibility for promotion of promising practices generated by federal education programs is, however, with national agencies, rather than state or local agencies.

RECOMMENDATION

The National Advisory Council recommends that the United States Commissioner of Education use a portion of the Title III Section 306 funds which are discretionary to the Commissioner to provide funding to limited numbers of Title III projects which have developed successful programs and practices under operational Title III grants, to enable the projects to continue operation as models for potential adopters for a period of one or two years after the expiration of their original federal funding.

LEGISLATION

"Special Programs, and Projects

"SEC. 306. (a) From the amount allotted to any State pursuant to section 302 which is not available to that State under a State plan approved pursuant to section 305, the Commissioner is authorized, subject to the provisions of section 304, to make grants to local educational agencies in such State for programs or projects which meet the purposes of section 303 and which, in the case of a local educational agency in a State which has a State plan approved, hold promise of making a substantial contribution to the solution of critical educational problems common to all or several States. The Commissioner may not approve an application under this section unless the application has been submitted to the appropriate State educational agency for comment and recommendation with respect to the action to be taken by the Commissioner regarding the disposition of the application.

"(b) Not less than 15 per centum of the funds granted pursuant to this section in any fiscal year shall be used for programs or projects designed to meet the special educational needs of handicapped children.

"Payments

"SEC. 307. (a) From the allotment to each State pursuant to section 302, for any fiscal year, the Commissioner shall pay to each State, which has had a plan approved pursuant to section 305 for that fiscal year, the amount necessary to carry out its State plan as approved.

"(b) The Commissioner is authorized to pay each State amounts necessary for the activities described in section 303(c), during any fiscal year, except that (1) the total of such payments shall not be in excess of an amount to 7½ per centum of its allotment for that fiscal year or, $150,000 ($50,000 in the case of the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands), whichever is greater, and (2) in such payment, the amount paid for the administration of the State plan for any fiscal year shall not exceed an amount equal to 5 per centum of its allotment for that fiscal year or $100,000 ($35,000 in the case of the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands), whichever is greater.

"(c) The Commissioner shall pay to each applicant which has an application approved pursuant to section 306 the amount necessary to carry out the program or project pursuant to such application.

"(d) Payments under this section may be made in installments and in advance or by way of reimbursement, with necessary adjustments on account of overpayments or underpayments.

"(e) No payments shall be made under this title to any local educational agency or to any State unless the Commissioner finds, in the case of a local educational agency, that the combined fiscal effort of that agency and the State with respect to the provision of free public education by that agency for the preceding fiscal year was not less than such combined fiscal effort for that purpose for the second preceding fiscal year or in the case of a State, that the fiscal effort of that State for State aid (as defined by regulation) with respect to the provision of free public education in that State for the preceding fiscal year was not less than such fiscal effort for State aid for the second preceding fiscal year.

"(f)(1) In any State which has a State plan approved under section 305(c) and in which no State agency is authorized by law to provide, or in which there is a substantial failure to provide, for effective participation on an equitable basis in programs authorized by this title by children enrolled in any one or more private elementary or secondary schools of such State in the area or areas served by such programs, the Commissioner shall arrange for the provision, on an equitable basis, of such programs and shall pay the costs thereof for any fiscal year out of that State's allotment. The Commissioner may arrange for such programs through contracts with institutions of higher education, or other competent nonprofit institutions or organizations.

"(2) In determining the amount to be withheld from any State's allotment for the provision of such programs, the Commissioner shall take into account the number of children and teachers in the area or areas served by such programs who are excluded from participation therein and who, except for such exclusion, might reasonably have been expected to participate.

"RECOVERY OF PAYMENTS

"SEC. 308. If within twenty years after completion of any construction for which Federal funds have been paid under this title—

"(a) the owner of the facility shall cease to be a State or local educational agency, or

"(b) the facility shall cease to be used for the educuational and related purposes for which it was constructed, unless the Commissioner determines in accordance with regulations that there is good cause for releasing the applicant or other owner from the obligation to do so,

the United States shall be entitled to recover from the applicant or other owner of the facility an amount which bears to the then value of the facility (or so much thereof as constituted an approved project or projects) the same ratio as the amount of such Federal funds bore to the cost of the facility financed with the aid of such funds. Such value shall be determined by agreement of the parties or by action brought in the United States district court for the district in which the facility is situated.

PROBLEM

Funds are designated for use in guidance and counseling projects by the Title III legislation. For this reason, it is important that the National Advisory Council be informed about and aware of trends and needs in the guidance and counseling field.

The Title III legislation also specifies that nonpublic school children are to benefit from educational programs sponsored by Title III funds. The National Advisory Council should receive input from a representative of the nonpublic area of education in order to ascertain if this requirement of the legislation is being effectively met.

Therefore, with respect to its own membership, the National Advisory Council suggests that:

One member of the National Advisory Council should be a person who has professional competence in guidance and counseling.

One member of the National Advisory Council should be a person representative of the nonpublic area of elementary and secondary education.

LEGISLATION

"National Advisory Council

"SEC. 309. (a) The President shall appoint a National Advisory Council *on Supplementary Centers and Services* which shall—

"(1) review the administration of, general regulations for, and operation of this title, including its effectiveness in meeting the purposes set forth in section 303;

"(2) review, evaluate, and transmit to the Congress and the President the reports submitted pursuant to section 305(a)(2)(E);

"(3) evaluate programs and projects carried out under this title and disseminate the results thereof; and

"(4) make recommendations for the improvement of this title, and its administration and operation.

"(b) The Council shall be appointed by the President without regard to the civil service laws and shall consist of twelve members, a majority of whom shall be broadly representative of the educational and cultural resources of the United States including at least one person who has professional competence in the area of education of handicapped children. Such members shall be appointed for terms of 3 years except that (1) in the case of the initial members, four shall be appointed for terms of 1 year each and four shall be appointed for terms of 2 years each, and (2) appointments to fill the unexpired portion of any terms shall be for such portion only. When requested by the President, the Secretary of Health, Education, and Welfare shall engage such technical and professional assistance as may be required to carry out the functions of the Council, and shall make available to the Council such secretarial, clerical and other assistance and such pertinent data prepared by the Department of Health, Education, and Welfare as it may require to carry out its functions.

"(c) The Council shall make an annual report of its findings and recommendations (including recommendations for changes in the provisions of this title) to the President and the Congress not later than *January 20* of each year. The President is requested to transmit to the Congress such comments and recommendations as he may have with respect to such report."

(b) In the case of any fiscal year ending prior to *July 1, 1973*, each State submitting a State plan under title III of the Elementary and Secondary Education Act of 1965 shall assure the Commissioner of Education that it will expend for the purpose described in paragraph (4) of section 303(b) of such title III an amount at least equal to 50 per centum of the amount expended by that State for the purposes of title V-A of the National Defense Education Act of 1958 from funds appropriated pursuant to such title V-A for the fiscal year ending June 30, 1970.

(c) Any appropriation for the purposes of title V of the National Defense Education Act of 1958 for any fiscal year ending after June 30, 1970, shall be deemed to have been appropriated pursuant to section 301 of the Elementary and Secondary Education Act of 1965.

(d) The amendment made by this section shall be effective with respect to fiscal years ending after *June 30, 1970.*

Summary of deletions

Title

"Title III—Supplementary Educational Centers and Services; Guidance, Counseling, and Testing.

Section 301.(a) lines 2-4

"SEC. 301. (a) The Commissioner shall carry out a program for making grants for *supplementary educational centers and services, to stimulate and assist in the provision* of vitally needed educational services not available in sufficient quantity or quality, and to stimulate

Section 301. (a) lines 7-8

mentary and secondary school educational programs to serve as models for regular school programs, *and to assist the States in establishing and maintaining programs of testing and guidance and counseling.*

"(b) For the purpose of making grants under this title, there is

Section 301.(b) lines 1-8

"(b) For the purpose of making grants under this title, *there is here authorized to be appropriated the sum of $550,000,000 for the fiscal year ending June 30, 1971, $575,000,000 for the fiscal year ending June 30, 1972, and $605,000,000 for the fiscal year ending June 30, 1973. In addition, there are hereby authorized to be appropriated for the fiscal year ending June 30, 1971, and each of the succeeding fiscal years, such sums as may be necessary for the administration of State plans,* the activities of advisory councils, and the evaluation and dissemination activities required under this title.

Section 303.(a) lines 5-7

by this title and title V-A of the National Defense Education Act of 1958, and except as expressly modified by this title, *Federal funds may be used for the same purposes and the funding of the same types of programs previously authorized by those titles.*

"(b) Funds appropriated pursuant to section 301 shall be avail-

Section 303.(b)(1) line 2

"(1) planning for and taking other steps leading to the development of programs or projects designed to provide *supplementary* educational activities and services described in paragraphs (2) and (3), including pilot projects designed to test the effective-

Section 303.(b)(3) lines 7–8

to persons of varying talents and needs by providing, especially through new and improved approaches, *supplementary educational services and* activities, such as—

"(A) remedial instruction, and school health, physical

Section 303.(b)(4) lines 1–3

projects which meet the purposes of this title; and

"(4) programs *for testing students in the public and private elementary and secondary schools and in junior colleges and technical institutes in the State, and programs* designed to improve guidance and counseling services at the appropriate levels

Section 303.(b)(4) line 5

in such schools.

"(c) In addition to the uses specified in subsection (b), funds

Section 304.(a) lines 2–3

"SEC. 304. (a) A grant under this title pursuant to an approved State plan or by the Commissioner for a *supplementary educational center or service* program or project may be made only to a local educational agency or agencies, and then only if there is satisfactory

Section 305.(B)(i)

paragraph (4) of section 303(b), sets forth—

"*(i) a program for testing students in the public elementary and secondary schools of such State or in the public junior colleges and technical institutes of such State, and, if authorized by law, in other elementary and secondary schools and in other junior colleges and technical institutes in such State, to identify students with outstanding aptitudes and ability, and the means of testing which will be utilized in carrying out such program; and*

"(ii) a program of guidance and counseling at the appro-

Section 305.(B)(ii) line 3

private levels in the public elementary and secondary schools *or public junior colleges and technical institutes* of such State, (A) to advise students of courses of study best suited to their

Section 305.(B)(ii) line 15

in guidance and counseling in elementary and secondary schools, *junior colleges, and technical institutes* in such State;

"(2) sets forth the administrative organization and procedures,

Section 309.(a) line 2

"SEC. 309. (a) The President shall appoint a National Advisory Council *on Supplementary Centers and Services* which shall—

IN SUMMARY

In this report, the members of this Council have affirmed their belief in Title III of the Elementary and Secondary Education Act as an essential federal contribution to the improvement of American education and have made eleven recommendations for strengthening the program. They are that:

I. The title of Title II of the Elementary and Secondary Education Act to changed to read: "Title III—Innovation in Education."

II. The words "supplementary centers and services" be deleted wherever they occur in the legislation.

The words "stimulate and assist in the provision of vitally needed educational services not available in sufficient quantity or quality" be deleted from Sec. 301. (a).

The words "to assist the States in establishing and maintaining programs of testing and guidance and counseling" be deleted from Sec. 301. (a).

III. Title III of the Elementary and Secondary Education Act be extended for five years as a specific federal program to provide funds to the states to be used by them to stimulate the creation of innovative educational programs to meet identified educational needs.

IV. Funding authorizations and appropriations for Title II more nearly reflect the national need for model educational programs.

V. The words "funds may be used for the same purposes and the funding of the same types of programs previously authorized" be deleted from Sec. 308. (3)

and the words "programs for testing students in the public and private elementary and secondard schools and in junior colleges and technical institutes in the state" be deleted from Sec. 303. (b) (4).

VI. Positive action be taken by the United States Office of Education to encourage participation of nonpublic school children and teachers in all Title III projects in which they are eligible to participate, and that the right of nonpublic schools to apply for Title III funds through the appropriate local education agency be protected by the states and the Office of Education.

VII. The United States Office of Education, in cooperation with the ESEA Title III State Coordinators, review present policies regarding state plans and develop procedures for the annual submission of a modified document.

VIII. The United States Office of Education adopt the practice of responding in writing to recommendations of state education agencies made in annual reports and develop an annual statement that reflects the status of ESEA Title III.

IX. The United States Congress take the necessary action to insure that Section 306 of Title III is administered in compliance with the intent of the legislation, or that steps be taken to delete that Section from the legislation.

X. The State Plans Section (85%) and the Special Programs and Projects Section (15%) of Title III be administered by the Office of Education within a single administrative unit.

XI. The United States Commissioner of Education use a portion of the Title III Section 306 funds which are discretionary to the Commissioner to provide funding to limited numbers of Title III projects which have developed successful programs and practices under operational Title III grants to enable the projects to continue operation as models for potential adopters for a period of one or two years after the expiration of their original federal funding.

Title III of ESEA has a unique function which brings with it a unique problem of identity. It is intended to stimulate the creation of new approaches to teaching and learning at the local level of education. Ideas which are generated by educators in response to their own needs are implemented by funds provided under Title III. This Title cannot, therefore, claim to be responsible for any single thrust in American education; and indeed, it succeeds best if it remains inconspicuous. In an individual Title III project it is the ideas which are important—not the source of the funds with which they are carried out. For this reason, Title III is often not recognized as a factor in a successful educational innovation, even though without it the entire venture would have been impossible.

In these circumstances, Title III is the least well-known of the titles of the Elementary and Secondary Education Act. Yet, in terms of its basic accomplishment of opening education to change and innovation at the local level, it has had more effective impact than any other title of the Act.

The special function which is carried on under Title III—change and innovation—is highly susceptible to financial pressures. In times of fiscal stress, the tendency of educators is to move cautiously in familiar patterns, whether or not they are truly productive. At the present time, all public education funds are critically needed in many competing areas of activity, and it will require steady, supportive federal interest if local schools are to be able to maintain efforts to improve educational practices.

A proposal for education special revenue sharing introduced in the 92nd Congress included as one of the purposes of the proposed legislation " . . . to encourage innovation and development of new educational programs and practices." Yet though it would repeal Title III of the Elementary and Secondard Education Act, the legislation does not specify that the states must expend any part of their shared revenues for innovation and development.

This bill is not silent on other educational priorities. Funds are stipulated to be spent by the states for education of the handicapped, compensatory education, impact aid, and vocational education. This protection of the federal interest in certain areas of education does not seem to imply a lack of confidence in the states, but is rather an affirmation of the federal-state intent to support critical areas known to need such support. Exclusion of innovation from protection seems to be a failure of the federal government to implement one of its own commitment to education, as expressed in the bill itself.

The national interest in innovative change in education has been well expressed and effectively carried out in Title III of ESEA. This legislation, which is now coming to maturity and which has a steadily stronger and more capable administration in the states, seems the best vehicle for continuing the federal presence in this vital educational area.

STATE ALLOCATIONS—ELEMENTARY AND SECONDARY EDUCATION ACT, TITLE III

[In dollars]

	Amounts reserved for 303(c) activities	85 percent States' share		15 percent Commissioner's share		Total fiscal year 1973 State allotment[1]	Fiscal year 1972 State allotment	Fiscal year 1971 State allotment	Fiscal year 1970 State allotment	Fiscal year 1969 State allotment	Fiscal year 1968 State allotment	Fiscal year 1967 State allotment	Fiscal year 1966 State allotment
		Total for grants to LEA	15 percent for handicapped	Total for grants to LEA	15 percent for handicapped								
United States and outlying areas	12, 259, 729	113, 890, 024	17, 083, 506	20, 098, 247	3, 014, 738	146, 248, 000	146, 248, 000	143, 243, 000	116, 393, 000	164, 876, 000	187, 876, 000	135, 000, 000	75, 000, 000
50 States and District of Columbia	11, 840, 171	110, 517, 324	16, 577, 601	19, 503, 065	2, 925, 461	141, 850, 560	141, 860, 560	138, 945, 710	112, 901, 210	159, 929, 720	183, 329, 756	131, 7[illegible], 317	73, 500, 000
Alabama	170, 988	1, 937, 868	290, 680	341, 977	51, 297	2, 450, 833	2, 508, 858	2, 478, 544	2, 040, 343	2, 927, 740	3, 424, 541	2, 463, 073	1, 384, 922
Alaska	150, 000	330, 889	49, 633	58, 392	8, 759	539, 281	539, 610	526, 496	483, 700	547, 744	452, 588	377, 273	285, 285
Arizona	150, 000	1, 085, 048	162, 757	191, 479	28, 722	1, 426, 527	1, 415, 186	1, 365, 872	1, 143, 854	1, 516, 112	1, 661, 909	1, 226, 009	729, 975
Arkansas	150, 000	1, 134, 158	170, 124	200, 146	30, 022	1, 484, 304	1, 539, 539	1, 505, 599	1, 266, 286	1, 713, 497	1, 936, 210	1, 418, 521	847, 491
California	883, 690	10, 015, 153	1, 502, 273	1, 767, 380	265, 107	12, 666, 223	12, 513, 028	12, 194, 651	9, 681, 939	14, 182, 781	16, 449, 141	11, 604, 104	5, 996, 364
Colorado	150, 000	1, 293, 306	193, 996	228, 230	34, 234	1, 671, 536	1, 623, 996	1, 581, 788	1, 307, 980	1, 744, 119	1, 977, 876	1, 447, 762	854, 131
Connecticut	150, 000	1, 674, 747	251, 212	295, 544	44, 332	2, 120, 291	2, 087, 864	2, 054, 631	1, 687, 122	2, 333, 909	2, 676, 143	1, 937, 827	1, 088, 743
Delaware	150, 000	451, 556	67, 733	79, 686	11, 953	681, 242	667, 311	669, 101	597, 711	715, 180	658, 430	521, 739	362, 298
Florida	302, 781	3, 431, 517	514, 728	605, 562	90, 834	4, 339, 860	4, 198, 174	4, 037, 886	3, 182, 146	4, 530, 189	5, 245, 934	3, 741, 378	2, 004, 323
Georgia	221, 151	2, 506, 378	375, 957	442, 302	66, 345	3, 169, 831	3, 238, 686	3, 150, 285	2, 519, 142	3, 625, 930	4, 223, 564	3, 023, 851	1, 663, 178
Hawaii	150, 000	560, 690	84, 104	98, 945	14, 842	809, 635	829, 122	821, 878	716, 722	874, 776	858, 244	661, 975	438, 234
Idaho	150, 000	542, 131	81, 320	95, 670	14, 350	787, 801	794, 149	781, 230	689, 438	858, 909	848, 919	655, 429	442, 524
Illinois	505, 488	5, 728, 868	859, 330	1, 010, 977	151, 647	7, 245, 333	7, 188, 477	7, 087, 572	5, 650, 541	8, 223, 590	9, 565, 795	6, 773, 178	3, 639, 491
Indiana	248, 381	2, 814, 985	422, 248	496, 762	74, 514	3, 560, 129	3, 512, 220	3, 445, 650	2, 766, 361	3, 980, 987	4, 624, 411	3, 305, 175	1, 823, 414
Iowa	150, 000	1, 597, 625	239, 644	281, 934	42, 290	2, 029, 559	2, 040, 799	1, 978, 800	1, 648, 450	2, 292, 489	2, 669, 953	1, 933, 483	1, 128, 420
Kansas	150, 000	1, 287, 934	193, 190	227, 283	34, 092	1, 665, 217	1, 733, 252	1, 699, 025	1, 422, 144	1, 942, 094	2, 213, 590	1, 613, 194	943, 203
Kentucky	158, 351	1, 794, 639	269, 196	316, 701	47, 505	2, 269 991	2, 293, 271	2, 246, 048	1, 849, 465	2, 622, 860	3, 071, 760	2, 215, 481	1, 272, 427
Louisiana	184, 544	2, 091, 502	313, 725	369, 089	55, 363	2, 645, 135	2, 714, 843	2, 659, 379	2, 150, 754	3, 074, 668	3, 551, 093	2, 551, 891	1, 409, 927
Maine	150, 000	670, 522	100, 578	118, 328	17, 749	938, 850	928, 497	921, 749	804, 617	1, 031, 142	1, 078, 491	816, 550	530, 937
Maryland	190, 530	2, 159, 339	323, 901	381, 060	57, 159	2, 730, 929	2, 641, 007	2, 580, 658	2, 088, 229	2, 955, 164	3, 397, 502	2, 444, 096	1, 338, 701
Massachusetts	261, 143	2, 959, 624	443, 944	522, 287	78, 343	3, 743, 054	3, 605, 664	3, 554, 778	2, 867, 743	4, 152, 189	4, 835, 193	3, 453, 108	1, 916, 761
Michigan	420, 728	4, 768, 256	715, 238	841, 457	126, 219	6, 030, 440	5, 968, 863	5, 857, 683	4, 691, 787	6, 801, 512	7, 885, 320	5, 593, 773	2, 976, 979
Minnesota	189, 005	2, 142, 052	321, 308	378, 009	56, 701	2, 709, 066	2, 657, 851	2, 597, 693	2, 097, 802	2, 976, 706	3, 470, 610	2, 495, 405	1, 399, 113
Mississippi	150, 000	1, 340, 855	201, 128	236, 622	35, 493	1, 727, 477	1, 822, 205	1, 796, 735	1, 502, 449	2, 072, 827	2, 388, 011	1, 735, 608	1, 020, 711
Missouri	219, 602	2, 488, 826	373, 324	439, 205	65, 881	3, 147, 633	3, 159, 124	3, 072, 094	2, 481, 771	3, 576, 532	4, 126, 703	2, 955, 870	1, 633, 843

Montana	150,000	534,250	80,138	94,280	14,142	778,530	776,115	772,936	686,277	857,962	851,654	657,349	443,556
Nebraska	150,000	917,558	137,634	161,922	24,288	1,229,480	1,220,768	1,205,611	1,024,798	1,355,131	1,501,013	1,113,087	689,615
Nevada	150,000	415,018	62,253	73,239	10,986	638,257	629,593	613,086	551,066	648,828	584,322	469,728	327,909
New Hampshire	150,000	538,095	80,714	94,958	14,244	783,053	771,938	755,932	665,545	815,216	794,968	617,565	412,894
New Jersey	327,229	3,708,592	556,289	654,457	98,169	4,690,278	4,662,810	4,548,731	3,626,822	5,248,181	6,078,962	4,326,020	2,326,965
New Mexico	150,000	724,951	108,743	127,933	19,190	1,002,884	1,013,903	989,211	860,486	1,112,240	1,184,497	890,947	559,287
New York	790,036	8,953,744	1,343,062	1,580,073	237,011	11,323,853	11,386,728	11,192,431	8,869,461	13,257,957	15,596,196	11,005,483	5,831,022
North Carolina	240,544	2,726,163	408,924	481,088	72,163	3,447,795	3,536,034	3,472,478	2,787,844	4,011,337	4,705,504	3,362,088	1,863,654
North Dakota	150,000	494,610	74,192	87,284	13,093	731,894	734,666	728,287	653,528	815,806	806,364	625,564	425,588
Ohio	491,728	5,572,917	835,938	983,456	147,518	7,048,101	7,101,900	6,993,555	5,570,394	8,124,450	9,489,272	6,719,472	3,597,474
Oklahoma	150,000	1,431,809	214,771	252,672	37,901	1,834,481	1,839,415	1,804,001	1,496,021	2,039,599	2,341,021	1,702,628	1,009,140
Oregon	150,000	1,211,855	181,778	213,857	32,079	1,575,712	1,548,998	1,508,393	1,267,496	1,723,476	1,931,407	1,415,150	825,256
Pennsylvania	525,938	5,960,634	894,095	1,051,877	157,782	7,538,449	7,487,161	7,413,108	5,928,233	8,707,724	10,293,043	7,283,581	3,943,399
Rhode Island	150,000	625,330	93,800	110,352	16,553	885,682	876,911	858,630	751,529	950,675	966,799	738,160	488,792
South Carolina	150,000	1,517,186	227,578	267,739	40,161	1,934,925	2,011,043	1,971,261	1,634,142	2,247,084	2,603,012	1,886,501	1,100,805
South Dakota	150,000	518,066	77,710	91,424	13,714	759,490	760,750	752,638	670,038	839,155	833,672	644,729	446,048
Tennessee	187,467	2,124,632	318,695	374,935	56,240	2,687,034	2,733,901	2,681,550	2,179,882	3,110,281	3,647,737	2,619,719	1,472,890
Texas	519,359	5,886,066	882,910	1,038,718	155,808	7,444,143	7,639,855	7,332,648	5,817,974	8,478,187	9,893,210	7,002,968	3,720,782
Utah	150,000	738,217	110,733	130,274	19,541	1,018,491	1,023,941	1,004,543	866,965	1,113,987	1,165,174	877,386	553,474
Vermont	150,000	395,067	59,260	69,718	10,458	614,785	608,797	600,498	543,728	637,800	562,265	454,247	337,187
Virginia	220,280	2,496,510	374,476	440,561	66,084	3,157,351	3,188,394	3,108,657	2,498,188	3,581,329	4,175,918	2,990,411	1,652,988
Washington	165,664	1,877,527	281,629	331,328	49,699	2,374,519	2,351,658	2,291,635	1,854,696	2,506,213	2,868,147	2,072,580	1,201,226
West Virginia	150,000	1,035,949	155,392	182,815	27,422	1,368,764	1,400,437	1,399,228	1,186,348	1,615,011	1,840,104	1,351,071	827,281
Wisconsin	215,544	2,442,828	366,424	431,087	64,663	3,089,459	2,971,457	2,918,623	2,364,521	3,404,272	3,960,810	2,839,442	1,583,119
Wyoming	150,000	342,221	51,333	60,392	9,059	552,613	550,642	543,345	501,223	580,075	504,969	414,036	317,541
District of Columbia	150,000	519,061	77,859	91,599	13,740	760,660	807,169	801,772	705,509	874,098	857,785	661,652	440,713
American Samoa	50,000	117,371	17,606	20,713	3,107	188,084	189,597	185,915	177,863	193,476	144,369	85,354	50,999
Guam	50,000	180,573	27,086	31,866	4,780	262,439	254,023	249,510	227,203	262,626	206,899	124,526	71,623
Puerto Rico	219,558	2,488,327	373,249	439,116	65,867	3,147,001	3,151,235	3,076,948	2,411,335	3,648,997	3,464,140	2,112,353	1,230,217
Virgin Islands	50,000	136,340	20,451	24,060	3,609	210,400	209,835	208,945	195,733	221,650	164,514	97,952	58,323
Trust Territory	50,000	197,870	29,680	34,918	5,238	282,788	280,555	277,859	249,198	293,963	235,112	140,692	82,838
Bureau of Indian Affairs	0	252,219	37,833	44,509	6,676	296,728	302,195	298,113	230,458	325,568	331,210	204,524	0

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[1] Fiscal year 1973 allocation based on continuing resolution.

The Fourth Annual Report of the President's National Advisory Council on Supplementary Centers and Services

TIME FOR A PROGRESS REPORT, ESEA TITLE III

March 1972.

Hon. Richard M. Nixon,
The White House,
Washington, D.C.

Dear Mr. President: The members of the National Advisory Council on Supplementary Centers and Services are pleased to submit to you and to the Congress this report on the operation of Title III of the Elementary and Secondary Education Act during fiscal year 1971.

We are honored to serve on this Council because we believe deeply in the principles embodied in Title III of ESEA. We are convinced that education urgently needs opportunities to innovate, to experiment, and to find new solutions to difficult problems. We are aware that demands upon local funds for the basic operating costs of schools are such that many localities are unable to engage in creative educational innovation. Federal support extended to local school districts specifically to encourage innovation, under Title III, is an indispensable contribution to the improvement of American education.

The effect of Title III is visible in more than four thousand innovative projects in school systems throughout the country, but the most significant result of this program is the receptivity to change which it has created. In a climate conducive to change, education can utilize new theory and new practices to achieve the flexibility and responsiveness it needs to meet the many heavy demands now being made upon it.

We welcome the opportunity to inform you of the progress of the Title III program in the past year and to make suggestions for its improvement, a responsibility mandated to us by the Elementary and Secondary Education Act. In doing so, we join with all who are working for the continuing revitalization of American education.

Respectfully submitted,

Herbert W. Wey,
Chairman.

Introduction

Children who were born in 1965, the year the Elementary and Secondary Education Act became law, are now in the first grade. They are the first children whose school experience may be affected from the beginning by the federal government's participation in education. It seems appropriate to ask at this time—"Is the first grade better for these children than it would have been without ESEA?"

This annual report on Title III of the Elementary and Secondary Education Act is a progress report after six years of Title III programs. In seeking to measure the effect of Title III on the classrooms which the children born in 1965 are now entering, the National Advisory Council on Supplementary Centers and Services has sought information from many sources.

Of primary importance are the descriptions of Title III projects which are included in the states' annual reports to the United States Office of Education. They show Title III participation in every subject areas of elementary and secondary education, with innovative approaches being applied to the solution of many kinds of educational problems. Of the thousands of projects active during fiscal year 1971, this report lists those named by the states as their most exemplary. They are representative of other equally successful projects.

In addition, the report includes summaries of eleven projects which were selected as models for dissemination by a nationwide assortment of Title III conducted by the National Advisory Council under a grant from the United States Office of Education. These projects have achieved measurable gains in student performance and are judged to be replicable in other sites.

The report also includes the views of state advisory councils which have been appointed to oversee the Title III program, and of persons who have administrative responsibility for Title III in state departments of education. The members of the National Advisory Council have contributed their personal comments about Title III in its relation to education as a whole.

Believing that the Title III program has reached a point at which it should be examined closely, the National Advisory Council in 1971 commissioned studies of two aspects of the program. They deal with state advisory councils and the rate of continuation of Title III projects after federal funding terminates. Summaries of these studies are included in this report.

From all of these sources, the National Advisory Council has drawn a picture of the impact of Title III on the education of children now coming into our schools. It shows that many first-graders are better prepared for educational experience because they have participated in creative preschool programs. Others are learning to read by new methods which try to reach more children more effectively than traditional approaches have done. Mathematics has become an exciting exploration of materials and measurements in many classrooms. Young children are having experiences in the environment and the world of work which were once reserved for secondary school. Many first-graders now receive regular guidance and counseling at the age when academic problems are known to begin. A range of supportive services available to teachers is making it possible to retain handicapped and learning-disabled children in regular classrooms where they may achieve normal personal and social development. Innovative approaches to all of these aspects of education are represented in Title III projects active during fiscal 1971.

It is true that not every child experiences a Title III project directly. The level of appropriations for Title III has always been far below authorization, and the states have never been able to fund more than a fraction of the qualified innovative proposals which they receive from local education agencies. But the Title III program is intended to serve as a stimulant to educational change, and a Title III project in one classroom benefits many children elsewhere by giving evidence that the educational system is open to creative new thinking.

To summarize its report, the National Advisory Council makes eleven recommendaions for the improvement of Title III. Three of these are similar to recommendations made in the 1970 report of the Council and not yet acted upon by the Congress or the Office of Education. The Council urges that attention be given to them at this time.

THE RATE OF CONTINUATION OF TITLE III PROJECTS AFTER FEDERAL FUNDING HAS TERMINATED

This National Advisory Council report on the rate of continuation of Title III projects explores only that form of continuation which is represented by the actual identifiable existence of a program under local sponsorship after the end of federal funding. The continuation of the ideas and concepts embodied in Title III projects, and their influence upon other educational programs, is a major contribution of the Title III program and should be the subject of continuing study at both state and national levels.

Superintendents of 788 school districts which received ESEA Title III funds for three-year operational grants beginning in 1966, 1967, and 1968 were contacted in September, 1971, regarding the continuation of their Title III projects after federal funding expired. There were 679 responses. For the purposes of the questionnaire which was sent to the superintendents, "continuation" meant that the project survived beyond the federal funding period and continued to meet the original needs and objectives.

Sixty-seven per cent of the 679 respondents indicated that their projects continued after federal funding terminated. Of these continued projects, 79.2 percent were in existence in October, 1971, while 20.8 per cent had continued for some time after federal funding but discontinued prior to October, 1971. Therefore, 53 per cent of the Title III projects funded for three-year periods between 1966–68 not only continued after federal funding but are in existence today. (see table 1).

TABLE I.—PROJECT CONTINUATION

	Percentage of—	
	Projects continued beyond Federal funding	Projects in operation October 1971
Federal funding period:		
1966–69	64.4	51.5
1967–70	67.0	53.9
1968–71	76.0	56.0
Overall	67.1	53.1

In response to another question, "To what extent does the project continue to meet its original needs within its original jurisdiction?" respondents from continued projects replied as follows: 1.4 per cent, not at all; 13.5 per cent, on a significantly smaller scale; 30.3, per cent, on a somewhat smaller scale; 18.3 per cent, on the same level; 21.4 percent, on a somewhat higher level; and 14.7 per cent, on a significantly higher level. Nearly 55 per cent of the projects, therefore continue to meet the goals developed when the project was initially funded.

PROJECT ADOPTION BEYOND ORIGINAL SITE

School superintendents of districts which have had Title III projects believe that their projects were adopted in full (15%), or in part (45%), by at least one other school district. Only 13 per cent felt that there had been no adoption of their projects, even in part, but 53 per cent agreed that no other schools had adopted them wholly. The need for development of instruments for measuring such dissemination of a local project is underscored by the "uncertain" response of 32 per cent of the superintendents to the question of adoption in full and the even higher rate of uncertainly (41%) concerning partial adoption (See Table II)

It is a major responsibility of Title III to effect widespread adoption of innovative practices and programs. This requires dialogue among educators at all levels, dissemination of project reports and other written materials, and on-site visitations and conferences. The role of the project director, as the individual best informed about his program, is crucial in all these efforts.

I. The National Advisory Council Recommends That Specific Procedures for the diffusion of Exemplary Programs Be Developed at the Project, State and National Levels

LOCAL COMMITMENT TO FEDERALLY TERMINATED PROJECTS

To determine local commitment to Title III projects in terms of funds provided, a comparison was made between the third or last year of federal funding and local support after federal funding had terminated. When asked, "As a percentage of the last year of federal funding, at what level of funding did the project continue?" 96.5 per cent of those questioned replied, with responses breaking down as follows:

	Percent
Funding was unnecessary for continuation	12.1
Less than 25 percent of 3-year funding	17.2
25 to 49 percent of 3-year funding	17.0
50 to 99 percent of 3-year funding	17.7
100 to 124 percent of 3-year funding	14.8
125 to 150 percent of 3-year funding	12.8
Greater than 150 percent of 3-year funding	4.9

TABLE II.—PROJECT ADOPTION BY OTHER SCHOOL DISTRICTS

[In percent]

	Yes	No	Uncertain
Full project was adopted:			
Federal funding period:			
1966-69	16.4	49.2	34.4
1967-70	15.9	53.3	30.8
1968-71	3.6	63.6	32.7
Overall	14.8	53.0	32.2
Part of project was adopted:			
Federal funding period:			
1966-69	50.0	18.3	31.7
1967-70	45.3	7.2	47.5
1968-71	33.3	22.2	44.4
Overall	45.4	13.3	41.0

This indicates that almost one-third of all continued Title III projects were continued at a funding level even higher than during the third and final year of federal sponsorship. This is especially significant in light of current heavy demands on educational funds.

Staff size is another indicator of the degree of project continuation. More than 20 per cent of respondents indicated that the project staff had remained the same, while another 20 per cent said the staff had increased "somewhat" or "significantly." Fifty-eight per cent stated that the staff had decreased "somewhat" or "significantly" after the third and final year of funding.

Materials or concepts developed by Title III projects are frequently continued in use despite discontinuance of office, staff, or other project elements. More than one-fourth of respondents said that materials and concepts were being used at the same level, while close to 50 per cent pointed out that materials and concepts were being continued on an even larger or "significantly larger level." Less than one per cent indicated that no materials and concepts developed by the project were still in use, while somewhat less than 30 per cent stated they were in use on a "somewhat smaller" or "significantly smaller" basis.

SOURCES OF CONTINUATION FUNDING

To incorporate Title III projects into school programs, many school systems have been faced with the problem of seeking funds from another source when federal funding terminated.

Seventy-five per cent of the school superintendents of districts in which Title III programs were continued after federal funding terminated reported that their programs were continued with local funding. Eight per cent said their chief source of funding after the three-year Title III grant terminated was other federal money, another eight per cent said state aid, three per cent said fees from project participants, one per cent indicated foundation grants, and five per cent reported other sources of funding.

PROJECT CONTINUATION AS A GOAL

Eighty-five per cent of the superintendents whose projects continued after the end of federal funding said that continuation had been a specific project goal. In two-thirds of these cases, the goal was established at the time of the original conception of the project idea. In others, continuation became a specific objective in the planning stage (15%), in the first year of operation (5.2%), in the second year (4.7%), or in the third year (7.3%).

Fifty-four per cent of the respondents from 200 discontinued projects said that continuation had not been a specific project goal. While it may be assumed that many of these projects expected to achieve their objectives within the three-year funding period or expected that the concepts of the project would be institutionalized in the school system without continuation of project identity, it would nonetheless appear that identification of continuance as a project goal tends to improve the chances of continuation.

II. The National Advisory Council Recommends That the Continuation of a Title III Project After Federal Funding Has Terminated Be Designated as an Objective When the Project Proposal Is Designed, Unless the Project Can Clearly Become Institutionalized or Fully Accomplish Its Objectives in 3 Years

PROJECT CONTINUATION BY TYPE

Computer-oriented projects are being continued after federal funding is terminated to a greater extent than any other type, according to school superintendents. Of the 25 projects funded in this group during 1966–68, 84 per cent were continued.

Projects were classified into 14 types, of which only five types ranked above the overall continuation rate of 67.1 per cent. In addition to computer-oriented projects, these were environmental education, curriculum development and improvement, supplementary service centers, and special education projects. (See Table III)

TABLE III.—CONTINUATION OF PROJECTS BY TYPE

Number funded	Project classification	Percent continued	Percent discontinued
25	Computer-oriented projects	84.0	16.0
29	Environmental education	75.9	24.1
79	Curriculum development and improvement	72.2	27.8
130	Supplementary service centers	71.5	28.5
35	Special education	68.6	31.4
	Overall continuation rate of projects	67.1	32.9
18	Reading programs	66.7	33.3
12	Early childhood education	66.7	33.3
52	In-service teacher training/teacher education	63.5	36.5
71	Cultural enrichment/arts and humanities	62.0	38.0
23	Community involvement/community action	60.9	39.1
31	Research planning and development	58.1	41.9
38	Pupil personnel services	57.9	42.1
16	Vocational education	56.3	43.7
73	Miscellaneous	64.4	35.6

The person mentioned most often as being responsible for the continuation of a project was the school superintendent. Other persons and groups mentioned, in order of frequency, were project directors, school board members, teachers, principals, parents, and students.

School superintendents were also reported as being responsible for decisions to discontinue projects. Other persons and groups mentioned, in order of frequency, were school boards, project directors, teachers, principals, parents, and students.

"The project continues to meet its objectives," was the response given by 65 per cent of the superintendents when asked to select the "main reason" for project continuation. Nine per cent said that continuation resulted because project continuation had been a major objective; eight per cent, because the project cost could be absorbed by other than federal funds; and seven per cent, because key personnel remained with the project throughout. Other reasons given were good project management and good public relations.

The reason most frequently mentioned for discontinuing a Title III project was, "Project cost was unable to be absorbed by the LEA." Sixty-nine per cent of the superintendents made this response. Fourteen per cent of the respondents pointed out that the project was not intended to continue after federal funding. Other responses given were failure of the project to meet its objectives, poor public relations, loss of key project personnel, and poor project management.

The continuation rate of 53 per cent reported by this study, based on the definition of continuation as retention of a project as an indentifiable entity under local funding, represents a high degree of success for a program still essentially in the developmental stage. Because of the prevalent three-year funding of Title III projects, the effect upon continuation of such factors as early identification of continuation as a project objective will be evident in the future. It should be borne in mind also that a degree of project discontinuance is compatible with the objectives of Title III, which are to introduce approaches not previously applied in the school system. Finally, as indicated by the responses, many factors other than project worthiness operate in discontinuation decisions, chief among them the current financial situation of the sponsoring school system.

STATE ESEA TITLE III ADVISORY COUNCILS

The Title III advisory councils were created to add to the energy and expertise of state education departments and to represent the public point of view in education decision making. It is clear from the legislation that Title III advisory councils are meant to be aggressive working committees, not rubber-stamp commissions. They are authorized to obtain whatever professional, technical, or clerical assistance they need for the carrying out of their responsibilities, and they are asked to report annually to the United States Commissioner of Education and the National Advisory Council on Supplementary Centers and Services.

Three sources of data were utilized in this study. They are:

1. The state plans, particularly the certification documents;
2. Three questionnaires, sent to Title III coordinators, state advisory council chairmen, and members of councils; and

3. Informal interviews and discussions with chairmen, coordinators, and council members from more than a third of the states.

The study discusses, first, council membership; then the structure and management of councils and council activities; and, finally, recommendations for improvement of the Title III state advisory council system.

WHO SERVES ON THE ADVISORY COUNCILS?

Title III legislation requires that the state advisory council

"... be broadly representative of the cultural and educational resources of the state and of the public, including persons representative of—

(i) elementary and secondary schools,

(ii) institutions of higher education, and

(iii) areas of professional competence in dealing with children needing special education because of physical or mental handicaps;"

"Cultural and educational resources" are defined in the legislation as including

"... State educational agencies, institutions of higher education, nonprofit private agencies such as libraries, museums, musical and artistic organizations, educational radio and television, and other cultural and educational resources."

Each state is required to submit to the Commissioner of Education, not less than ninety days prior to the beginning of any fiscal year, a document certifying the establishment and membership of its state advisory council.

Councils are required by the legislation to include representatives from elementary and secondary schools, institutions of higher education, and the field of special education. In addition, the Office of Education has directed the states to include on the councils representatives of low income groups. The merger of Title III with Title V-A of the National Defense Education Act resulted in the requirement that councils have a representative from guidance, counseling, and testing, beginning in fiscal year 1971. The Office of Education also stipulated that neither chief state school officers nor members of the state educational agencies could serve as chairmen or voting members of advisory councils.

MEMBERSHIP CHARACTERISTICS

Education

Title III advisory council members are highly educated. Overall, 73 per cent of those serving during fiscal year 1971 had a master's or higher degree; 90 per cent had a bachelor's degree. Only three per cent had a hshhiglc ood(05 per cent had a bachelor's degree. Only three per cent had a high school diploma or less.

Sex

Eight out of ten council members serving during fiscal year 1971 were men.

Age

Youth is not a characteristic of advisory councils. Only two per cent of respondents said they were under 30 years of age, and 64 per cent indicated that they were older than 44. (See Table IV) Seven students were serving on advisory councils in 1970-71; two were in high school, and the others were college undergraduate and graduate students.

III. The National Advisory Council recommends that young people be appointed to educational advisory councils, and student involvement in the development and improvement of the educational system be encouraged

TABLE IV.—AGE OF COUNCIL MEMBERS

	Percent of respondents	Cumulative percentage
Age group 317 respondents:		
Above 60	12.3	12.3
45 to 59	51.7	64.0
30 to 44	33.8	97.8
Under 30	1.9	99.7
No response	.3	100.0

Employment status

Current employment data indicate that more than 90 per cent of all council members in fiscal 1971 were employed full time. Approximately 62 per cent held administrative positions, and of these, school system superintendents made up the largest single occupational group on the councils, with one member in seven a district superintendent. School personnel comprised only slightly more than one-third of nonadministratively employed council members. Elementary and secondary school teachers comprise only five per cent of council membership—34 of 682 members. Nine per cent of council members were not employed full time and were for the most part housewives, retired persons, and students.

Data which reflect both current position and previous experience indicate that at least 60 per cent of all Title III advisory council members serving during fiscal 1971 had at some time been employed by a public education agency.

Public elementary and secondary education comprised slightly more than one-fourth of council membership in 1970–71. Teachers were outnumbered by principals 2 to 1 and by nonclassroom personnel 5 to 1. Of 94 representatives of higher education who served in that same period on 50 councils, slightly less than half held administrative positions in colleges, 40 per cent were professors, and 10 percent held positions outside of universities and colleges.

Nonpublic elementary and secondary education

While representation of nonpublic elementary and secondary education is not explicitly required, there were nonetheless 45 persons from this field on 1970–71 councils. Eighty-five per cent of them were employed in Catholic schools or organizations, with three-fourths of the remaining 15 per cent associated with independent private schools. The nonpublic schools representative was most likely to be a diocesan superintendent; four of ten held this position.

Low-income groups

Each advisory council is required to include a representative of low income groups in the community. Of 62 such representatives serving in fiscal 1971, approximately one-third were women. As a group, low-income representatives had slightly less formal education than other groups on councils: half held master's or higher degrees, 26 percent held bachelor's degrees, and 13 per cent were not educated beyond high school.

Persons from fields other than education serving on councils in 1970–71 included those employed in business and industry, noneducation public agencies, social work, the media, professions other than education, philanthropic and community organizations, libraries, museums, health organizations, and the arts. Since all of these occupational areas together totaled less than one-third of council membership, there appeared to be minimal representation of many important groups in the community. Additionally, in many states it appeared that Blacks, Chicanos, Indians, and Americans of foreign stock are not represented in proportion to state population.

IV. The National Advisory Council recommends that the State education agencies take measures to insure that advisory councils are representative of the population of the State, with special emphasis upon representation of low-income and minority groups and occupations other than education

STRUCTURAL AND MANAGEMENT CHARACTERISTICS OF THE COUNCILS

Term of office

Probably more than half the fifty states have set three years as the term of office for an advisory council member. Twenty-three of the Title III coordinators indicated that at the time they responded to the survey the term in their states was three years. Seven states out of 41 have established terms of one year; two, of two years; and two, of four years. Six coordinators reported that a definite term had not been instituted as members serve at the discretion of the chief state school officer. It appears that most states have adopted a policy permitting reappointment of a council member upon completion of his first term.

Size of councils

Title III advisory council size, in the 50 states, ranged from eight to 23 members during 1970–71. Average number of members was 14.

The Office of Education certified all councils as having at least one representative from each of the five mandatory areas. States with large councils usually had broader representation than those with small councils. On five councils, at least half the members held current positions outside of educational institutions.

Council meetings

As reported by council chairmen, 42 councils held an average of six meetings during fiscal year 1971. Half of these councils had five meetings or less, but many of these meetings lasted two days. Two councils held three-day sessions.

Nineteen of the 40 respondents reported that no council meetings were held at a project site. Twelve councils held one meeting on location, seven had two or three on-site meetings, and one council held five meetings at project sites.

(To encourage greater interaction and knowledge of ongoing ESEA Title III activities Council meetings should when possible be held at the site of an operational project)

Stipends

Council members receive stipends for attendance at meetings and for making on-site visits in slightly more than half the states. Eighteen states do not pay a stipend; one state pays $10 a meeting; three, $20 a meeting; four, $25 a meeting; one, $35 a meeting; seven, $50 a meeting; one, $65 a meeting; three, $75 a meeting; and one, $100 a meeting.

(State advisory council members devote a considerable amount of time to Title III duties and therefore should receive a stipend for each full day of meetings attended)

Subcommittees

Council subcommittees were used during 1970–71 by 71 per cent of the councils whose chairmen responded to the survey. Only seven chairmen reported their councils used standing (permanent) subcommittees. Four indicated their councils employed a standing executive committee whose purpose was leadership and coordination of council activities. Other purposes described for standing subcommittees included proposal review, development of procedures for needs assessment studies, project selection, evaluation and information dissemination, preparation of the annual report, study of budgetary matters, and policy review.

(State advisory councils should consider utilizing subcommittees as the basic working unit)

Project visitations

Councils vary somewhat in their policies with respect to on-site visits. Fifteen chairmen indicated councilors were "encouraged" to visit as many projects as possible. In thirteen states, members were "expected as a part of membership" or "required" to make on-sites, usually as a member of an evaluation team. The average number of Title III projects visited by each of 312 councilors during fiscal 1971 was two. Sixty-five per cent of the respondents visited two or less.

Council chairmen

Title III advisory council chairmen are elected by their fellow members or appointed by chief state school officers. Based on the certification documents for all 50 states, 47 of the chairmen were men. Four chairmen out of ten held doctoral degrees and eight of ten held master's degree or higher.

Eighty-four per cent of the chairmen were from three fields—elementary and secondary education, higher education, and business. In seventeen states the chairman was a district superintendent, and in five states he was a districtwide administrator other than superintendent. Only one teacher and one principal served as council chairman during 1970–71. Thirteen chairmen had current positions in higher education and one was a professor emeritus. Five of the chairmen from higher education were holding administrative posts, such as dean or president, in their colleges. Five of the chairmen were employed in business.

THE RELATIONSHIP BETWEEN THE COUNCIL AND THE STATE EDUCATION AGENCY

Title III coordinators and council chairmen in many states characterize the relationship between the state education agency and the council as a "cooperative, close working relationship."

In 31 of 42 states, chairmen reported that during 1970–71 they usually worked with the state coordinator to determine the agenda for council meetings. The other eleven council leaders responded that agency staff most often determined meeting schedules and topics.

Council staff

Councils, during 1970–71, relied primarily on state education agency staff for support of their activities. Questioned as to whether their advisory council had since July, 1970, employed any staff members (full- or part-time, such as executive secretary, administrative assistant, or secretary) who were not also employees of the state education agency, 36 council chairmen responded negatively.

Only one council out of 42 had a full-time employee designated as "executive secretary" during fiscal year 1971. His job included reading proposals and providing members with summaries, visiting projects, providing information to members, and communicating with the state board of education.

Effective council management is essential if the councils are to fulfill their planning role. Councils must have continuity, coordination, communication, and information. Many councils could improve their effectiveness by employing an executive secretary.

> *(State advisory councils should review the advantages of employing an executive secretary who is not also a staff member of the state education agency to coordinate activities and carry out the assignment of the council)*

An executive secretary to the state advisory council can effectively perform the following responsibilities:

1. Collect and prepare written materials describing program status in all its facets,
2. Distribute materials prepared by council members, state educational agency staff and himself to councilors in advance of meetings.
3. Prepare council agenda on the basis of needs and requests from the Title III coordinator, council chairman, and members,
4. Organize full council and subcommittee meetings,
5. Search for and identify problems which prevent accomplishment of program goals and raise issues which the council should review.
6. Provide members with an analysis of the kinds and quality of proposals being received by the SEA and the results of project evaluations,
7. Assist the council in drafting the annual report,
8. Arrange on-site visits at council member request.

Financial arrangements

Information on financial arrangements between the councils and the agencies during fiscal 1971 and for fiscal 1972 was solicited from Title III coordinators. In most states, a lump sum is not allocated at the beginning of the year for the council to use at its discretion. Rather, in 27 states during fiscal 1971, funds were available to the council when it requested them. In ten states, the coordinator responded that a definite portion of Title III administrative funds was allocated at the beginning of the year to cover council expenses, and additional funds were available when and if the council requested them.

Annual report

Preparation of the annual report for fiscal 1971 was a joint effort of the council and the agency in most states. Only two council chairmen said that the annual report was drafted by a committee composed solely of council members. In 17 states, a joint committee of council members and staff worked on the report, and three council leaders said they did it themselves with the help of state staff. Another 17 state council chairmen indicated the SEA "drafted" the report.

Council activities should result in written documents containing the council's formal recommendations to the state education agency. The formal format of recommendations should not imply lack of communication between the council and the education agency. In fact, cooperation and frequent contact are essential if the advisory council is to perform its function and complement agency capabilities.

Information management

The ability of a council to identify problems, evaluate alternative solutions, and recommended courses of action depends in part on management of the information flow to members. The council must have the right information at the right time. In most states, the Title III coordinator is responsible for meeting council members' information needs.

When a person joins a state advisory council, he frequently has little specific knowledge of Title III. This applies to public school personnel as well as to those from other fields. Noneducators, however, often have a further disability. They find themselves suddenly immersed in a responsible position without understanding the language that is being spoken. Consequently, an important part of a member's introduction to the Title III program is the orientation material he receives.

(*The state education agency should distribute to new council members data and information including copies of the legislation, the guidelines, amendments and changes, a national history of Title III, and all other information necessary to inform new council members of the purposes and activities of Title III*)

Besides an understanding of the basic purposes, policies and activities of Title III contained in the law and guidelines, and knowledge of the policies and procedures developed by their states, council members need specific information to guide their decisions/recommendations relating to the four phases of program administration—needs assessment, project selection, evaluation, and dissemination. A handbook for council members has been developed by state councils in Mississippi, California, and Nebraska.

(*State advisory councils should develop written internal procedures, policies, and objectives in the form of a state advisory council handbook*)

This distribution of information to members was poorly handled during 1970–71. It was found that a significant number of councilors hadn't read the Title III legislation or guidelines, and many did not know in advance what specific issues would be discussed at meetings and hence did not have an opportunity to reflect on alternative courses of action. Finally, project evaluation reports were frequently not seen by councilors until the meeting at which a project continuation decision was to be made.

V. The National Advisory Council recommends that State education agencies take the necessary action to insure that all advisory council members are adequately briefed on the purposes, policies, and activities of the State advisory council

ROLE OF TITLE III ADVISORY COUNCILS

In performing their functions of reviewing, reporting, recommending, and advising, state advisory councils serve the basic objectives of the Title III program. They promote the development and dissemination of new practices which solve educational problems more effectively than current practices have done. Their essential function, then, is to stimulate better ways of educating young people.

In the light of the activities involved in Title III and the characteristics of advisory councils, what can they do best in fulfilling this function?

Advisory councils consist of relatively small numbers of people who meet infrequently and most of whom have full-time responsibilities apart from the council. The membership is diverse in terms of experience and fields of employment and is appointed to represent a number of different points of view.

A Title III program can be described as involving the following activities:

I. Definition of goals, objectives, and policies,
II. Planning what should be done to achieve goals,
III. Planning how to do what must be done,
IV. Implementation and carrying out of plans, including
A. Assessment of educational needs
B. Development of projects
C. Selection of projects
D. Operation of projects
E. Evaluation of projects
F. Deciding to continue or terminate projects
G. Dissemination of successful projects
H. Evaluation of program.

Advisory councils are less well qualified than state education agency staffs to perform functions which require technical knowledge and background. Because of the broad base of their memberships, they are, however, uniquely able to examine and define program goals in the public interest. It would seem, therefore, that so long as the requirement that councils "review, and make recommendations . . . with respect to each application for a grant . . ." remains in the law, council's will be distracted from performing those functions for which they are best equipped and in which their impact upon program success would be greatest. The time which councils must now spend in project reading and evaluation is lost to creative thinking and long-range planning.

VI. The National Advisory Council Recommends That the Congress Amend the ESEA Title III Legislation To Emphasize the State Advisory Councils' Role in Policy Creation and the Formation of Program Objectives

VIEWS FROM THE STATES

STATE DEPARTMENTS OF EDUCATION

The annual ESEA Title III report required of each state by the Office of Education asks for a statement of administrative problems which have been encountered by the states. It also asks what contributions the state's Title III program has made to education in the state and what changes have taken place in the state education agency as a result of the Title III program. Since the Elementary and Secondary Education Act structured new federal-state relationships in creating a program of federal assistance to American education, and since of its Titles, Title III is the most state-oriented, the views of state education agencies are of special significance.

Eighty-five per cent of Title III appropriations are now state-administered. Some states believe all Title III funds should be controlled by the states, supporting this view with criticism of federal administration of the 15 per cent Section 306 reserve held by the Commission of Education. Several state education agencies indicated that they were not consulted about the funding of 15 per cent projects in their states, objecting that the federal government funded projects which had previously been disapproved for state grants for such reasons as the known inability of the local education agency to continue support after termination of federal funding.

Misunderstanding concerning the Section 306 funds may arise largely from inadequate communications between the Office of Education and the states. The desire for fuller communication between USOE, SEA's, and LEA's is frequently repeated in the state reports. While many states comment upon their good relationships with USOE personnel, some ask wistfully for "at least one visit a year" from a Title III area desk representative, or for written rather than simply oral comments and criticism from OE on their state programs. One state suggests inservice activities by the federal agency, related to the needs of the states and grouped by needs rather than by regions; and another asks for regional teaching research agencies to do studies in assessment, behavioral objectives, and models for evaluation. Many states say that the Title III program is the pilot effort in the state education agency in new educational areas of management by objectives, needs assessment, accountability, and educational evaluation. There are repeated expressions of interest in federal assistance in development of assessment and evaluation models.

The greatest stresses in the federal-state relationship appear to be in pragmatic, practical areas. Reporting forms are too complex, too late, and too nummerous, say almost all of the states. Some candidly admit that their troubles with forms are not all the fault of the federal government; under state administration of Title III funds, numerous state agencies, with varying calendars and formats, request the same information asked for on federal forms. There is major concern about repeated changes in forms—"Just when we learn the rules of the ball game, they are changed!" It is emphasized that criteria in areas such as needs assessment and project planning are sometimes changed after deadline dates, necessitating rewriting of submitted proposals. Almost unanimously, the states ask for more lead time for preparing forms; it is suggested that the information to be requested on a given form be made known to the states at the beginning of, instead of after the end of, a reporting period. There is considerable criticism of "draft" forms which are followed by final forms only after long delay. There is spceial concern about delays in the approval of submitted state plans. In the 1970 report, the Council recommended that the reporting process be improved. This recommendation is even more urgent today.

VII. *The National Advisory Council Recommends That Appropriate Groups Be Involved in the Creation of Simplified Reporting Instruments and Reporting Dates Be Disseminated Well in Advance by the Office of Education and Adhered to by the States*

Early Congressional appropriation of funds for education programs in fiscal 1972 has given state education agencies hope that one major problem of the past may now be alleviated. It is clear that late appropriations and late funding have created administrative and organizationl difficulties for the states. Some states suggest three-year forward funding for all Title III projects, or at least some form of guarantee that money will be available to continue an ongoing project. The difficulty encountered by LEA's in having to carry started projects for as much as half of a fiscal year before delayed state funds can be released to them is cited, and it is felt that such financial problems militate against obtaining the best professional staffs for projects.

If late funding produces confusion and frustration, inadequate funding seems to cause something close to sorrow in state education agencies. A large and populous state reports that it must reject three out of four submitted project applications because of lack of funds and speculates that this known rejection rate inhibits creativity and innovation in the state. There are recommendations that Congress be asked to appropriate at least seventy-five per cent of authorized funds. All states report that requests for Title III projects far outstrip available funds and that this fact distorts the competitive process by which grants are awarded, since many fully qualified applications must be denied.

Combination of NDEA Title V–A, Guidance, Counseling, and Testing, with Title III has produced changes in the philosophy back of state administration of guidance and counseling programs and encouraged innovative approaches to persistent guidance problems, according to some states. In other states, the two programs are felt to be incompatible because of the guidelines prescribed for them in the legislation. There is expressed opposition to consolidation of Title III with other federal programs whose primary trusts are acquisition of equipment and materials. Many states are concrened about the lack of guidelines for placing emphasis in guidance projects, asking if they are to be administered as innovations or according to earlier practice under Title V–A.

VIII. *The National Advisory Council Recommends That the Office of Education Draft Comprehensive Guidelines for the Administration of Guidance, Counseling, and Testing Programs Under Title III*

The states express the strong conviction that Title III has been a major factor in creating an atmosphere for change in education. Having risk money available from other than local revenues has been psychologically important, they say, in gaining community acceptance of innovation. Title III staffs point out that the management concepts integral to Title III—needs assessment and identification, program research and planning, management by objectives, evaluation, and accountability—are in the forefront of current education theory. Many say the Title III staff serves in a consultant capacity to other state education divisions which are now building these concepts into their programs. It is repeatedly mentioned that as a result of Title III the state education agency has created a department of program management or has reactivated one which had long been dormant. Many states say that Title III has encouraged cooperation between school districts in the use of intermediate planning and research units and that cooperation has increased between education departments and other state agencies, as well as between public and nonpublic schools.

STATE ADVISORY COUNCILS

State advisory councils are asked to include in their annual reports to the United States Commissioner of Education and the National Advisory Council recommendations as to how Title III may be improved and made more effective. The responsibility of submitting an anual report, together with that of advising the state agency on preparation of the state plan, reviewing applications under the plan, and evaluating projects, is mandated to the councils by the Elementary and Secondary Education Act.

In 1971, state councils express strong concern that Title III retain its identity in any future legislative or administrative actions. Pointing out that the Congressional intent in Title III was to support innovation and creativity in order to sustain this essential part of educational growth, they urge that Title III not be combined with other federal programs which have dissimilar philosophies and thrusts. The councils ask that funds be clearly identified for use in educational innovation in revenue-sharing proposals, saying they believe that nondesignated distribution of revenues to the states would result in the use of all funds for operating needs of school systems, to the neglect of innovation.

Experience with the recent combination of NDEA Title V–A with Title III leads state advisory councils to recommend that Title III not be constituted the management arm of another federal program without provision of adequate safeguards for the creative aspects of Title III. They ask that the Office of Education give the states specific guidelines for the administration of the guidance, counseling, and testing programs of the former Title V–A.

Advisory councils say they know that many applications for Title III funds cannot be granted because of current levels of funding, and they agree with state education agencies that creative educational change is damaged by rejection of many promising qualified proposals. The councils urge Congress to increase the level of Title III funding to a point more nearly commensurate with authorization. Many councils disapprove of earmarking of Title III funds, saying that this reduces the ability of their states to make flexible responses to educational needs. Advisory councils also object to delays in allocation of appropriated funds to their states by the Office of Education. One council points out that although it has been told that its state plan was among the first seven to be approved for fiscal year 1972, money had not yet been made available to the state at the end of November, 1971, by which time local projects had been operating for five months without funds.

Councils express concern about the Commissioner's discretionary 15 per cent of Title III funds. Many feel that they are not consulted or informed about the policies which govern the use of these funds, which they say have impact within their states on the Title III program as a whole. Many councils suggest that Section 306 funds should be administered on the same guidelines as those which govern state grant funds. There is a suggestion that discretionary funds to be used by the Commissioner for national educational purposes be appropriated by Congress specifically for this purpose, with no discretionary funds provided for in the categorical titles of ESEA.

IX. The National Advisory Council Recommends That the Commissioner of Education Take the Necessary Actions To Insure That State Departments of Education and ESEA Title III Advisory Councils Are Involved in the Selection of Projects Funded Under Section 306 (Special Programs and Projects—15 percent) and That the Use of These Funds Be Compatible With the Guidelines Established for the State Grant Program

State advisory councils believe they should contribute to community awareness of Title III, but some doubt that the mandatory public annual meeting is an effective means of doing this. They say that such meetings are often poorly attended, despite considerable effort to publicize them in advance. State councils believe they should keep local Congressional delegations informed of Title III programs in their states and they are concerned that Congress continue federal support for innovation and creativity in education in any new education legislation.

State advisory councils express interest in knowing how well they are doing their own jobs. One state suggests that the Office of Education conduct sampling audits to ascertain the contribution of advisory councils to the successful operation of Title III programs and that guidelines be provided for the conduct of council business. Other states would welcome regional conferences of state advisory council members for the exchange of information. It is suggested that the Office of Education send to councils directly information which is now supplied to state departments of education for transmittal to councils; and the National Advisory Council is asked to keep state councils informed of national developments which affect the Title III program. State advisory councils repeatedly emphasize their desire for close cooperation with other councils, with the National Advisory Council, and with the United States Office of Education, in the furtherance of the objectives of Title III.

NATIONAL ASSESSMENT OF TITLE III PROJECTS

In 1971–72, the National Advisory Council undertook a systematic evaluation of Title III projects, under a grant from the United States Office of Education, for the purpose of identifying ten to fifteen projects which might serve as models for national dissemination. The assessment sought projects having the following characteristics:

1. Internal evaluation procedures which produce concrete evidence of cognitive learner gains;
2. Program structures which can be duplicated or adapted in other sites to meet comparable educational needs.

Projects nominated by state Title III coordinators were reviewed by the research organization's evaluation staff. Preliminary study was based upon materials submitted by the projects, and final evaluation was made by means of on-site visits.

Eleven projects are reviewed in the following pages. The National Advisory Council considers these to be outstanding projects but also believes that they represent many hundreds of other imaginative and successful Title III efforts.

The assessment study was the first such national appraisal of Title III projects. The experience gained in this assessment indicates both the need of such assessment and the importance of developing the techniques for accurate examination of innovative education programs. There is also clear need for evaluation instruments in affective as well as cognitive areas of learning.

Dissemination of these projects will be conducted by the United States Office of Education.

CROSS-AGE TEACHING

At first glance, *Cross-Age Teaching*—with its basic idea of older students tutoring younger students—might seem to have stepped out of the pages of history. But as practiced in the Ontario-Montclair School District, Ontario, California, this project carries the stamp of the 1970's. First, both tutors and the tutored experience gains in academic achievement and self-image. Second, its design calls for planning and later evaluation of tutoring sessions by older students with teachers, according to the specific needs of individual younger students.

Thus, both the Olders and the Youngers, as they are termed in this project, benefit. The Olders, 70 volunteers each semester from the eighth grade, improve their academic achievement and develop a high degree of responsibility and a renewed sense of self-worth. The Youngers, fourth-, fifth-, and sixth-grade students who had failed to achieve academic gains or social acceptance, experience new interest in learning and greater self-confidence as a result of the Olders' personal attention. The emphasis in the project is on the learner rather than the teacher; but the teacher, as friendly consultant and guide rather than authority figure, adds a stimulating and enriching factor to tutoring activities.

Evaluation data based on pretests and post-tests following a seven-month attendance period were divided into five categories: academic learning, self-concept, social acceptability, discipline, and attendance. Tests included California Achievement Tests, McDaniel Inferred and Self-Concept Scales, and Sociograms. Data were also collected on attendance patterns and discipline. In addition, the opinions of students, teachers and parents were solicited through questionnaires. A Poole-Young Associates Research team analyzed the data and arrived at the evaluations.

Both the Youngers and the Olders had lower mean IQ and grade placement scores upon entering the program than did control groups. In the project's second year, mean scores of the Olders exceeded those of a control group in both reading and math by three months and in language by two; mean scores of the Youngers exceeded those of the control group in reading by two months and in language by one month, with both the experimental and the control group gaining eight months in math during this seven-month period. In the third year, mean scores of the Olders exceeded those of the control group in reading by four months but were the same as those of the control group in mathematics and language; mean scores of the Youngers, who had previously averaged only six months' gain during seven months in reading, language, and math, advanced a year and one month in each subject.

Gains in self-concept exceeded those of controls by 1.4 and 5.69 points for the Youngers and Olders, respectively, according to teacher ratings, and 5.22 and

5.39, respectively, on pupil-rated scales. On sociometric ratings for learning and leadership, both experimental groups increased in acceptability by their peers, while all comparison groups declined. In teacher ratings on discipline during the second year, Olders and Youngers exceeded control groups by six per cent and 23 per cent, respectively; during the third year, Olders experienced continued improvement but Youngers did not, possibly because of a growing sense of freedom of expression. The Youngers, finally, significantly reduced their absences as compared with control groups; and the Olders, although exceeding absences of control groups, improved previous rates of absenteeism. Process data from questionnaires sent to students, students, parents, and administrators were most encouraging.

If added clerical work could be managed and transportation were not necessary, this program could be installed without cost to a school system. Costs for development stages were about $166 per child; results of these stages are available to other schools.

DEVELOPMENTAL RESOURCES CENTER

The four components of the Developmental Resources Center, Cheshire, Connecticut—each with its own specific objective—are focused on one, overriding goal: to gain a better understanding of the ways in which children learn.

The project's first component, Developmental Placement, has been a joint understaking with the Gesell Institute of Child Development. Its purpose is to incorporate knowledge of a child's developmental level, gained through the Gesell Institute Developmental Examination, with his placement in school. A child's developmental level of verbal expression, for instance, is an excellent clue to his readiness to read.

The rationale behind Component One is that when children are grouped according to their developmental level—or behavioral age—rather than their chronological age, mental ability, or academic performance, learning is enhanced. Cheshire children who are found to need extra time for developmental growth are given that time and, simultaneously, allowed to proceed sequentially and at their own rate through the academic skills. This is accomplished by a plan which provides halfsteps (half-years) in assessing readiness and moving through the primary grades.

The second component of this project, Perceptual Training, attempts to teach children the key concepts and skills of the elementary school curriculum by combining problem-solving tasks with the gross motor activities of perceptual training games. The games require the integrated use of all the senses to solve the problems. The children decode and use written and verbal messages, move their bodies effectively through space, observe and use visual clues, and correlate verbal symbols with spatial relationships.

The perceptual training activities are both diagnostic in that the learning process is made visible to the teacher, and remedial, in that they offer a child the opportunity to discover and improve his perceptual abilities. Project research highlights the fact that even children who succeed in school often do so by compensating for perceptual problems and they, too, can greatly benefit from the perceptual training games. Cheshire teachers, through a series of workshops, discover their own approaches to problem-solving and ways to set up situations which allow their students, in turn, to discover theirs. The techniques cover four areas which may represent problems: posture, spatial relationships, body parts, and movements.

The project's third component, the Mother-Child Tutoring Program, is an intensive effort to benefit underachieving students by instructing them with their mothers in the sensory-motor activities of the perceptual training program. This component is based on the assumption that a child's first and most important learning occurs at home, that his mother is his first and often best teacher, and that if mothers are trained they can be effective in their younger children. In this program, special benefits seem to accrue when a mother and child, as partners, undertake sensory-motor activities together. Each learns to appreciate the learning strengths and problems of the other.

In the fourth component, a cooperative venture of the Center and the Yale School of Art and Architecture, architectural students worked in project classrooms as educational aides. Their purpose was to experience the demands of teaching, the processes of learning, and the overall operation of the school plant, and out of these experiences ot develop a knowledge of spatial conditions needed to support the learning process. The result has been that readiness classrooms have been changed architecturally to provide broader perceptual experience for the children and other equipment and facilities—desks, blackboards, windsills, ceiling heights, and lights—have been redesigned to make them not only more comfortable or attractive but also more conducive of learning.

Evaluation of this project has taken a number of forms, both objective and subjective. A comparison of achievement, using the Iowa Tests of Basic Skills, between fourth-grade children who had been developmentally placed and those who had been traditionally placed, showed that developmental age produced significantly better academic gains. Other test scores, secured at the third-grade level, indicated significant improvement in reading. Pre-program and post-program figure drawings documented changes in self-image. Teachers observations, taken from anecdotal records, confirm growth in perceptual and tactile awareness, directionality, and spatial orientation.

In addition, and most importantly, more than 80 per cent of the teachers indicated that they felt their teaching styles and understanding of how a child learns had changed. Pretests and post-tests indicated teachers perceptions of their roles had altered significantly, from dominance in the classroom to alert and sensitive interaction with students.

COOPERATIVE INDIVIDUALIZED READING PROJECT (CIRP)

Reading instruction in the United States has long been dominated by various basal reading series. Indeed, many schools rely on a single series of basal texts. The keystone of the *Cooperative Individualized Reading Project* (*CIRP*), Westport, Connecticut, however, is a catalog based on a materials retrieval system which enables teachers to select specific lessons out of many possibilities to deal with the learning needs and characteristics of individual students.

The catalog was developed by a team of reading specialists attached to the project who analyzed the content of 59 published reading programs and tagged each lesson according to the following: 1) reading skills or set of skills involved; 2) media employed, e.g., casette, game, workbook, film loop, visual, video tape, or test; 3) use made, e.g., teacher-directed, self-checking, programmed, or teacher training; 4) mode of presentation, e.g., visual, auditory, or tactile; and 5) type of student response, eg., indicated, say, write, trace.

To identify students instructional needs and characteristics in the first place and to monitor student performance thereafter, the project staff has also developed the Student Information System (SIS). SIS has two parts: a student-monitoring system, which enables a teacher to continuously record and use information about each child, and a cumulative record-keeping system. The CIRP staff has also developed a set of diagnostic checks which follow the same sequence of skills found in the MRS catalog.

The program was launched during 1970–71 as a corollary to the Westport Continuous Progress Program in Reading. The latter had been instituted some five years earlier for students who could read above national norms and above grade level but who nevertheless were functioning at only approximately 75 per cent of what might have been their expected ability.

In developing the materials retrieval system, attention was first given to materials which deal with decoding skills, because there are basic to learning how to read. The catalog of decoding skills is currently undergoing examination for possible needed revision. Also during this school year a second catalog is being drawn up—this time on structural-analysis skills—with a taxonomy being created, relevant materials being coded, and a computer program being developed to print the catalog. A third catalog will deal with comprehension.

In initiating CIRP, students in four first- and second-grade classrooms were tested with the Gates-MacGinitie Reading Tests at the end of September and the beginning of March. During this period, the projects first-grade classes attained mean grade equivalent scores in both vocabulary and comprehension of 3.0, compared with 2.5 and 2.4, respectively, by regular classes in Westport, and national norms of 1.9. The projects second-grade students equalled regular students in vocabulary, with mean equivalent scores of 4.1 for both and in comprehension scored 4.3 against 3.7 for regular classes and 2.7 in national norms.

A substantial amount of project costs has been used for research and development. This can be capitalized upon by an adopting district. Estimates are that the program can be adopted for approximately $69 per pupil annually above regular program costs. Twenty dollars of this figure is accounted for by aides salaries.

All aspects of the program are designed to allow for freedom of choice for the teacher and the student. The broad range of instructional possibilities represented introduced the problem of adjusting to varying philosophies and approaches; there is also the question of gaps in the sequential development of skills which may occur if too much switching takes place between various sets of material. When conducted by a well trained, knowledgeable teacher, however, these problems can become minor.

The CIRP program now operates in 69 classrooms, in Darien, Hartford, Ledyard, Stamford, and Wilton, in addition to Westport. Some of the newer projects are in inner city schools and should enable the concept to be applied in situations quite different from the suburban atmosphere where it originated.

HAWAII ENGLISH PROJECT (HEP)

A mid-60's survey of educational needs in the State of Hawaii indicated that upgrading the language arts curriculum was the most critical. As a result, the *Hawaii English Project* (*HEP*), funded through Title III, undertook to redesign the state's basic English curriculum. The new design was to embody contemporary knowledge in the field of English and modern theories of learning and instruction, and to be in accord with a recently pronounced statement of educational purpose for the Hawaiian schools. A program for grades K–6 is virtually completed; development of a program for grades 7–12 began in September, 1971.

The theory underlying HEP holds that there are three dimensions to language study—as a skill, as a system, and as art—but that the ways of "knowing" each are different. Hence, the HEP program is made up of three subprograms: Language Skills, Language Systems, and Literature.

The Language Skills Program is an individualized learning system which highlights communication and self-direction in learning. It is a "system" because all of its components—goals, roles for pupils and teacher, class organization, time, space, and materials—are organized in specific ways to help children achieve objectives they, themselves, select. Activities include reading, writing, typewriting (considered a form of communicating in writing), listening, and speaking. For each of these activities the project has assembled a range of materials which allows children to put together combinations that best help them.

In addition to learning self-direction, the children learn to evaluate their efforts, to teach each other, and to demonstrate or exemplify a desired goal, thus reinforcing their own learning as well as helping their peers. A self-monitoring plan allows even the nonreading child to mark his daily progress.

The Language Systems subprogram is made up of a set of sixteen inquiry units collectively called "Perspectives in Communication." Each unit takes up a special topic which illuminates a particular kind of communication or helps children discover how human communication is special, how their own language works, and how language affects people and societies. The children do research, make collections, perform experiments, invent and play language games, and construct sound or symbol systems. They also make dictionaries, investigate codes, and write commercials and radio plays, expanding their insight with each activity on what communication is and how language systems work.

Literature in HEP is studied as an art form which uses language as its medium. By capitalizing on children's interests at each age, the program lures them to a greater response to literature and a deeper understanding of how a writer makes his readers react. In responding to the poems, plays, and stories, the children in this program perform in classroom dramatics, pantomime, and puppetry, make music, create and play games, paint, draw, and model with clay, and talk and write.

In evaluating Language Skills, a sample of 611 HEP children were measured against 365 comparable children, each group K–3, using data from tests, observations, and records and interviews with administrators, teachers, and parents. Findings showed, among other results, that there were significant differences in reading achievement in favor of HEP third-graders, as measured by the Gates-McGinitie Silent Reading Test, and in HEP second-graders, as measured by the California Reading Test. HEP children also demonstrated greater self-direction when fourteen behaviors characteristic of self-direction were compared, and, finally, sample children in the program had consistently higher raw score means in handwriting achievement as measured in a project-developed test.

Included in evaluation of the Language Systems subprogram was a test designed to apply the principles of linguistics to an invented language. In this test, HEP students outranked control students in measures of content but were slightly lower in measures of attitude. It is anticipated that a greater number of students and a wider range of abilities will be represented in the next evaluation sample.

Tests in the Literature subprogram were designed to measure students' ability to understand and appreciate literature. Each test consisted of four items—theme, plot, structure, and characters—of a story read to the students. A close examination of raw test scores revealed that the experimental group scored consistently higher on the first three items and that the control group scored higher on the fourth.

The Hawaii English Program is based on the assumption that the program of studies called English is universal; that is, it is a required study in most schools, regarded as beneficial for all students. Thus, though the HEP program was designed specifically for children in Hawaii, the program is equally appropriate for mainland children. Modifications are possible and even suggested for those program elements so specifically Hawaiian as to be meaningless or useless elsewhere. Especially where the language of minority groups is a problem, is it desirable that appropriate modifications be made. Such an undertaking is now under way for Spanish-speaking children in Santa Clara, California, schools. HEP is also being introduced to schools in Guam, American Samoa, and the U.S. Trust Territories of the Pacific in 1972–73.

HOME START II

Extensive testing of preschool children and their parents, as well as of program structure itself, has been characteristic of the *Home Start* projects of Waterloo Community Schools, Waterloo, Iowa. *Home Start II*, funded in 1971, is based largely on the earlier *Home Start I*.

In *Home Start II*, two groups of two-year-olds, Group A with 110 and Group B with 100 children, are enrolled in two programs which have some operational difference. Staff members and paid aides visit the homes of children in Group A to improve parent-child interaction and, with the mother, to select educational toys for the development of visual and auditory acuity, tactile activity, attention span, and verbal and motor expression. A home economist provides instruction in crafts and homemaking in classes where family-oriented activities are discussed. For this group, project plans call for classroom experience two-and-a-half hours per day, five days per week, immediately prior to regular school enrollment.

Group B children come from less disadvantaged homes than do Group A. Three consultants work with parents of Group B, helping mothers to fulfill their teaching role, and others come to the center periodically to pick up instructional materials. Because the interest of mothers in this group is so high, it is expected that results in their children's learning will at least equal results in Group A.

In addition to the parent/project cooperation, the children—especially those in Group A—benefit from the services of various community agencies. Working with the project's instructional team, these services supply health, nutritional, and financial information and guidance. Also, various consultant roles—home economists, nurse, social worker, visiting aide, evaluator-psychologist, and speech and language specialist—are filled by project staff members.

Since *Home Start II* was funded only this school year, evaluative data must come from *Home Start I* testing. In the latter, children entering the program received a series of tests and mothers received the Wechsler Adult Verbal Scale Test shortly after their children were enrolled. Other tests were administered periodically. To provide control data, test scores were obtained from two other groups: 1) the first grade PHA scores from children who resided in the same attendance area and 2) PMA scores for older siblings who had not participated in the Home Start program. The *Home Start* children showed significant mean gains in both instances.

Parents were reported as evidencing increased insights, which enabled them to stimulate and guide the learning of their children. They showed great interest in participating in bus tours, field trips, and the Swim-and-Gym program and in enrolling their children in the preschool classroom for four-year-olds, and were careful not only that toys were returned but returned in good condition.

Consultative in-service training sessions with educators have resulted in adaptation of the *Home Start* project in a dozen Iowa communities, including Des Moines and Iowa City. In addition, the *Home Start* staff has been called upon to participate in two preschool institutes sponsored by the Department of Public

Instruction and in general planning of preschool programs at the University of Iowa, State University of Iowa, and the University of Norther Iowa. Finally, the *Home Start* staff has contributed to program development in four *Head Start* programs throughout the state.

MODEL EARLY CHILDHOOD LEARNING PROGRAM

The primary goal of the *Model Early Childhood Learning Program* of the Baltimore (Maryland) City Schools is to give economically and educationally disadvantaged preschoolers experiences which will make up the prerequisite background for first-grade concepts and skills.

Children's families become an important part of this decentralized project, serving directly in teaching, planning, programming, and development of instrutional "task boxes." Thus, they not only aid the project but they, too, are enabled to increase their skills and change their attitudes from hopelessness and defeat to self-confidence and expectation. For the children, the effect of this educational-social program has been to raise their mean IQ a phenomenal 16.06 points. According to Dr. Louis De Lorenzo, Director of the Training Program, New York State Department of Education, and head of Educational Studies and Evaluation Associates (ESEA), which evaluated this project, no other preschool program with comparable children in these numbers has produced such an improvement.

Project classrooms are staffed by one master teacher and two teaching assistants as well as by parent volunteers. The curriculum is organized around personalized instruction or one-to-one tutoring, independent activities, small group instruction not exceeding three or four children, testing after each activity with ensuing activity based on test performance, and related or extended self-selected activities. Staff members coded 269 objectives having to do with concept formation and grouped them under nine categories: self, color, form, texture, size, material, number, space, and movement. Individual task boxes were then developed for most of the 269 objectives. Each task box contains materials which are used by the child for a specific learning experience within a hierarchy under one category.

Evaluation has taken the form of pre- and post-tests, program assessment, time samples of pubil and staff activities, Q-sorts, and process evaluation. The project was compared with a program for disadvantaged children, "Early Admission," operated by Baltimore Public Schools since 1962, and with groups of children who had not been exposed to preschool training. Stanford-Binet pre-and post-tests indicated that the mean IQ of the children with no exposure to preschool decreased by 3.24 points, increased for Early Admissions children by 5.9 points, and increased for project children by 16.06 points, which represented a functional reclassification of these children from "below average" to "average." Pre- and post-tests for language development, using the Peabody Picture Vocabulary Test, indicated that the growth in language was significantly greater at the .05 level for the project children than it was for either the Early Admissions or the control children. These findings, with the same detailed analysis being made, concurred with the Stanford-Binet results.

A Cognitive Objectives Test developed to measure how well the children's knowledge of color, form, texture, size, number, and movement was being achieved, showed the mean score for the project children to be more than twice that for children in Early Admissions—which has the same concept objectives—and more than three times that for the control children. By-products of evaluations were that the project children had gained attending or self-management skills which exceeded expectation, that three-year-olds in the program had achieved as well as the four-year-olds and would require an advanced program in 1971–72, and, finally, that the mean performance score of the full-day children was significantly higher than that of the half-day children.

Annual expenditures per pupil, including staff and consultative services, materials and equipment, and a variety of services, have been approximately $1250. Most of the cost was a one-time expenditure to acquire facilities, which may not be necessary in other districts. Project personnel suggest that facilities should be donated for use or should be rented wherever possible. In view of the project's reach out into the community and its pronounced social and educational effects, both now and in the years to come, costs per child alone cannot be used to arrive at a valid cost-benefit ratio.

BILINGUAL BICULTURAL DEMONSTRATION CENTER

The major thrusts of the *Bilingual Bicultural Demonstration Center* of the Silver Consolidated Schools, Silver City, New Mexico, are to improve the self-image of poor, Mexican-American children and their oral and reading skills in English and Spanish, and to provide demonstration, dissemination, and training services in the project's methods for other educators. Parent involvement in the program is used to reinforce and sustain results achieved by the children.

Project children enter school suffering disadvantages stemming from low socioeconomic backgrounds and from poor comprehension of the English language. Often their command of Spanish is also poor and they use a mixture of English and Spanish made up of nonstandard forms of both languages. Those selected for placement in the Center's demonstration classrooms have been tested as having a comprehension and use of the English language which is three or more years below normal. They remain in the program through the three primary grades.

The program differs from traditional educational practices in the Southwest for such children. In many schools, Spanish is forbidden in the classroom and on the playground and the child who knows little English simply does not learn. The program differs also in that it incorporates into the curriculum materials and information about Spanish, Indian, and Mexican cultures which make cultural differences for the children not only acceptable but truly enriching and sources of pride. By learning about the traditions, history, art, and heroes of their forebears, the children enjoy more relevant studies and develop healthier self-awareness.

The Center's demonstration and training services have been used by Western New Mexico University for students interested in teaching bilingual programs. Many such students have visited the Center and in the last several years others have interned there. Additionally, teachers from New Mexico and Colorado—many of whom had experienced the frustrations of classrooms in which they were forbidden to speak Spanish and cultural differences were ignored—have visited the Center to observe classroom activities and other teachers in this and nearby school systems have participated in Spanish/English workshops.

Data on results of this program indicate that first-year children, who on entry had attained average scores in English comprehension of youngsters only three to three-and-a-half years of age, five months later were administered the Test of Oral English Production (TOEP) and made a mean score of 150.87 (151 termed "competent speaker"). Three months later, retested by TOEP, they made a mean score of 174 ("formal program unnecessary").

First-year teachers rated their students on the Bessell-Palomares Human Development Scale at the beginning of the year and again at the end. On a scale of 1–10, mean ratings at the beginning of the year in such qualities as self-confidence, social interaction, and sensitivity to others, were 3's and 4's. By the end of the year they had reached 7's and 8's. Teacher-made tests also indicated increased knowledge of many aspects of Spanish, Indian, Mexican, and Anglo cultures.

In a related component of the project, students not in the program but receiving weekly instruction in Spanish and Spanish-Mexican culture were administered the Cue Test. With the highest possible score being 15, 20 classes averaged 12 or better; 34 classes, 11 or better; and 1 fourth-grade class and 3 first-grade classes, below 10.

The staff employs a pragmatic approach; anything that works is used. A major part of their program, the Bilingual Orientation to Language Development (BOLD), developed under ESEA Title I, is being continued and refined. Major textbook series have been translated into Spanish by the staff and a wide variety of visual aids produced in Spain and Mexico have been integrated into the curriculum. Reading is introduced by training the children in phonics based on Spanish sounds and vocabulary. By the end of three years, a majority of the project's children can successfully make the transition to the reading series used by the rest of the school system and compare favorably with non program children in reading skills.

In all phases of this program, interaction by teachers with students is marked by a humanistic approach, the children being given affection and much positive reinforcement. Awareness and sensitivity to others and the world are very much a part of everything that goes on in this project.

THE MURFREESBORO PRE-SCHOOL DEVELOPMENT PROJECT

The Murfreesboro Pre-School Development Project, Murfreesboro, Tennessee, was designed to offer varied and enriched experiences to preschool youngsters who would otherwise be at a disadvantage when they entered school and, at the same time, enable their parents to become more aware of ways in which they could aid the children's development.

Since 1968, when the project was initiated, more than 350 preschool children, three and four years old, have received instruction in the project's "traveling schoolroom." The traveling schoolroom is a completely renovated school bus, paneled, carpeted, and equipped with built-in storage cabinets, heating, and air conditioning. A three-member team staffs the bus, two teachers qualified in early childhood education or certified as primary teachers, and a driver.

At the beginning of each school year, children living in selected target areas are enrolled in the program and pretested to determine their ability and to find a basis for individual instruction. Parents are also tested through a locally developed test, "Inventory of Parent Beliefs and Practices." Thereafter, the bus travels to each neighborhood two or three times a week for two-hour visits, during which the teachers alternate in working with the children in the bus or talking with the parents in their homes. The children play games, hear stories, and engage in a variety of activities designed to foster the development of language, auditory and visual perception, concept formation, healthy self-images, and good work habits—all part of a child's readiness for regular school. Parents are helped to become aware of the developmental needs of young children and are given suggestions on ways to encourage the children's progress.

Night meetings are scheduled for parents who cannot be home for visits and a bimonthly newsletter, informal notes, and booklets are important parts of parent-teacher communication. At periodic intervals parents respond to an inventory, titled "What I believe About Children."

As measured by the Peabody Picture Vocabulary test of language ability and the Goodenough Draw-A-Woman test of IQ, both administered in October and again in April, the children made significant developmental gains. For the 295 children who took both pre- and post-Peabody tests during the three-year project, the mean gain in language was 18.3 months. For the 293 children who took both pre- and post-Goodenough tests, the mean pretest score was 66.8 and the post-test was 86.3, for a mean gain in IQ of 19.5 points.

A follow-up study of 33 children enrolled in primary school, who had participated in the project the first year, showed the following results in reading readiness as tested by the Metropolitan Readiness Test: high normal—15.15 per cent; average—39.40 per cent; low normal—36.36 per cent; and low—9 per cent.

A second follow-up study of 37 children, who had participated in the project during its second year and enrolled in regular school for the 1971–72 school year, indicated these results: high normal—0; average—19 per cent; low normal—35 per cent; and low—46 per cent. The differences between the two studies are attributed to the fact that the most needy children were least accessible and more reluctant to participate during the project's first year. During he second year of the program efforts were made to include all of the very deprived who could be located.

The per pupil cost of this project was calculated at $312, substantially lower than many other preschool programs. Various barriers to learning, such as speech and hearing problems and vision difficulties, are outside the scope of the program. The children, however, have the advantage of instruction by fully trained or certificated teachers. For this project, conversion of the used school bus cost approximately $4800, including costs of the bus, remodeling expenses, classroom equipment, and instructional materials.

A part of the program not included in the original proposal is called the 100 Books Club, in which parents are encouraged to read aloud to the children and older brothers and sisters help. Participants pledge to read a certain number of books from the library in a given period.

This project would seem to be particularly practical for small, rural communities, but community support and parental involvement are essential for its successful operation.

CENTRAL CITIES EDUCATIONAL DEVELOPMENT CENTER

The four-year-old *Central Cities Educational Development Center* for disadvantaged preschoolers in Fort Worth, Texas, bases its activities on the truism that full participation in American society demands certain abilities and traits.

These include an understanding of standard English and the use of language as a tool of thought; the attainment of basic content areas and the ability to reason abstractly; pride in one's culture and a positive self-concept; and the ability to relate well to others, to participate as a member of a group, and, when occasion requires, to assume a leadership role.

The project has assumed a somewhat different composition and focus each year of its operation. At the outset, its administrative staff was composed of a director, a research manager, and coordinators of instructional program development, staff development, special education, and parental involvement. It began with an enrollment of 182 two- through five-year-olds, taught by 10 teachers and 40 aides.

Now financed locally except for unexpended Title III funds authorized for field testing of staff-developed curriculum materials and follow-up research, its administrative staff consists of the director, an evaluation specialist, and a curriculum specialist. It has an enrollment of 286 four-year-olds, taught by one head teacher and two supervising teachers working with 27 aides.

The program offers sequentially planned instruction, adult-child interaction, guided peer-group interaction, and nutritional and health services. Its scope and sequence reflect four training or skill areas: auditory, visual, motor, and language. These areas were selected through intensive staff observation and research on the needs of disadvantaged preschool children and represent areas of greatest deficiency.

Evaluation of the *Central Cities* program was designed by the Southwest Educational Development Laboratory, Austin, Texas, which also performed the statistical analysis. Through a series of tests given project children and children at various comparison sites (day care centers), the laboratory explored a set of 30 hypotheses for 1968–69 and a condensed version of nine related questions for 1969–70. The laboratory is currently producing a third evaluation for 1970–71.

According to pretests, neither the Center children nor the day care children had achieved a level of development ordinarily expected of middle-class children. By the end of the 1969 school session, the Center pupils' intelligence distribution was approaching a normal curve and they had made a mean gain of 10 points, according to the Slosson Intelligence Test. They had also gained a mean of 8.7 IQ points according to the Peabody Test. Learning-disabled children achieved a mean score gain of 12 IQ points. For the day care children, the Slosson Test indicated no measurable gain and the Peabody that they had achieved a gain of 4.4 IQ points. For the 1969–70 school year, two- and three-year-olds new to the program gained a mean of more than 10 IQ points and 9 IQ points, respectively, as measured by the Slosson. Pupils continuing in the program maintained previous gains but did not attain major new gains. Tests administered to entering first-grade pupils from the target area by Fort Worth district teachers showed that "graduates" of the *Central Cities* program were not only ready for first grade, but the state of their readiness considerably exceeded that of classmates who had not participated in the program. Follow-up studies are being planned.

Other data indicated that greater performance improvement in cognitive and language skills is achieved by three-year-olds than by four-year-olds and by the latter than by five-year-olds, suggesting that the earlier the educational intervention, the better. Also, that the program appears to work equaly well for special education pupils; that greater achievement results from more authoritarian teaching; and, finally, that if results are maintained, a high ratio of benefit to cost can be established.

The same program is currently being implemented in a disadvantaged area of Galveston, Texas. Installation will become increasingly feasible as continuing evaluation points to various possible adaptations and modifications in staffing and organization. Step-by-step curriculum guides, a five-part series titled "Curriculum Guides for Early Childhood Education, A through D," and the "Special Education Curriculum Guide for Early Childhood Education," will be available by the fall of 1972.

THE PULLMAN ELEMENTARY SCHOOL PHYSICAL FITNESS PROGRAM

Incorporating ideas from English, Dutch, and Scandinavian as well as from other American programs, *The Pullman Elementary School Physical Fitness Program*, Pullman, Washington, provides elementary school schildren with the means to attain balanced skills, physical fitness, and motor ability based on their own ability level. Specifically, its objectives are to:

Develop and maintain physical fitness;

Develop efficient use of *locomotor* skills, e.g., walking, running, hopping, leaping, jumping, skipping, galloping, and sliding; *nonlocomotor* skills, e.g., bending, twisting, rotating, balancing, and stretching; and *manipulative* skills, e.g., handling, throwing and catching balls, ands, hoops, bean bags, and paddles;

Acquire specialized skills involved in such activities as folk dancing, basket shooting, batting, hand and foot dribbling;

Improve the sense of rhythm and time, the sense of spatial relationships, and hand-eye coordination.

The project focuses particularly on low-fit children and sets up individual programs geared to their specific needs. It also serves as a laboratory for prospective physical education teachers. In each of the three years of its operation, demonstrations have been scheduled for teachers, school administrators, and specialists from other schools in Pullman and from schools in other parts of the state. The curriculum has also been used as the basis for a six-week summer institute on broad program development, teaching techniques, and the total physical development of individual chldren, sponsored by Washington State University. A new certification program established for elementary school majors in physical education at Washington State lists these laboratory experiences as a requriement.

The project uses both direct and indirect teaching procedures. Selection of an appropriate procedure to use at a given time was a major function of the experimental staff as it devleoped the program. Indirect teaching strategies are the essence of the program's Basic Movement methodology, which encourages pupils to be self-directed, to explore, and to be creative in problem solving.

Evaluation of this program, which involves the entire population of the project school, indicates that with a control group made up of a stratified random sampling from two other elementary schools, the mean difference was either not significant or it favored the experimental group. In the total fitness comparison, 19 out of 20 possible grade-sex categories, or 95 per cent, showed significant differences in favor of the experimental group. Boys in the fifth-grade experimental group had the highest number of significant gains, 11 out of 12, girls in the first-grade experimental group had the lowest, with 6 out of 12.

Costs to equip a 500-student elementary school with recommended equipment used in this program range between $5000 and $6000, or $10 and $11 per student. Following initial output, the only expenditures involved would be for replacements or additional equipment and would be negligible.

SPECIALIZED LANGUAGE ACTIVITIES FOR THE RURAL DISADVANTAGED

Specialized Language Activities for the Rural Disadvantaged was initiated for high school freshmen—most of whom had measured IQ's below 100, read below grade level, and had a history of poor English grades—in the Oxford Hills High School, South Paris, Maine, in 1967–68. Since then, the project has expanded to include approximately 150 students in grades 7–12 and one elementary class, with a wider range of abilities. The program itself has expanded to include occasional work in subjects other than reading and English.

The project's goals were to improve the students' oral English, written language, and reading skills and through these improvements to upgrade attitudes toward school and self-images damaged from school failures. Some 67 per cent of the high school freshmen in the originating year had failed at least one grade.

The project's activities center around preparing video tape presentations on subjects selected, researched, and scripted by the students. Mastery of the technical aspects of production and use of equipment act as powerful motivation. A student-centered, personalized approach to instruction and a humanistic, group-dynamics orientation by teachers serve to exploit what the video equipment and technology make possible—students' active interest and involvemen. Involvement, in turn, in requiring continuous use of oral language, demands that students have something to say and they say it in standard American English.

Following the project's first year, the experimental group was evaluated through three tests: 1) a test for deviations from written and spoken standard American English; 2) the Otis-Lennon Mental Ability Test: and 3) the Metropolitan Reading Test. The experimental group showed a highly significant improvement in writing skill through the test for deviations from standard American English and in the use of multi-clause sentences. It also improved significantly over the control group in tests of spoken English as defined by mean clause length and the number of clauses in sentences.

Additionally, the experimental group's measured IQ increased from 92.6 to 96.5, a significant change which might occur by chance only once in a hundred times. Finally, the experimental group's scores on the Metropolitan Reading Test were significantly higher than those of the control group.

The foregoing findings were supported by the same evaluative measurements in the second and third years of the project. In addition, noncognitive measurements of students in these years indicated a significantly positive attitudinal change toward group work as measured by a teacher-constructed questionnaire as well as improvement in the ability to critique films, as measured by word count of written sentences, and commercial television, as measured by written television criticism. Another measure of third-year students indicated a significant improvement in attitude toward self as measured by the Tennessee Self-Concept Scale.

Anecdotal reports contributed by school personnel support conclusions regarding improvements of attitude and self-image. Changes in attitude toward school were evidenced by improved attendance and a reduced rate of class failure. Individual case histories based on teacher observations provide strong evidence that many participating students made particularly encouraging changes in desired directions.

The costs of initiating this program will vary with the extent and manner in which it is installed. If a basic video recording unit is not already available in the school, it may be purchased for approximately $1500.

In this project instructors introduced the use of equipment and the skills of film criticism to small groups of 8 to 12 students through group dynamics. The same instructional technique can be used in normal teacher/pupil ratios but the use of aides, student assistants, and more equipment may be required for greatest effectiveness. Utilization of a multi-disciplinary staff is strongly recommended, as are the services of a graphic arts person.

RECOMMENDATIONS

Throughout this report the National Advisory Council makes nine recommendations. They are that:

I. Specific procedures for the diffusion of exemplary programs be developed at the project, state and national levels.

II. The continuation of a Title III project after federal funding has terminated be designated as an objective when the project proposal is designed, unless the project can clearly become institutionalized or fully accomplish its objectives in three years.

III. Young people be appointed to educational advisory councils, and student involvement in the development and improvement of the educational system be encouraged.

IV. State education agencies take measures to ensure that advisory councils are representative of the population of the state, with special emphasis upon representation of low-income and minority groups and occupations other than education.

V. State education agencies take the necessary action to ensure that all advisory council members are adequately briefed on the purposes, policies, and activities of the state advisory council.

VI. The Congress amend the ESEA Title III legislation to emphasize the state advisory councils' role in policy creation and the formulation of program objectives.

VII. Appropriate groups be involved in the creation of simplified reporting instruments and reporting dates be disseminated well in advance by the Office of Education and adhered to by the states.

VIII. The Office of Education draft comprehensive guidelines for the administration of guidance, counseling, and testing programs under Title III.

IX. The Commissioner of Education take the necessary action to ensure that state departments of education and ESEA Title III advisory councils are involved in the selection of projects funded under Section 306 (Special Programs and Projects—15 per cent) and that the use of these funds be compatible with the guidelines established for the state grant program.

Two of these recommendations were made to the Congress and the Office of Education in 1970. The Council urged then, as it does now, that young people and representatives of minority groups be appointed to advisory councils and that reporting forms and procedures be improved.

In 1970, the Council emphasized that the Title of Title III, "Supplementary Educational Centers and Services; Guidance, Counseling, and Testing," was inappropriate and did not express the function of Title III. This recommendation received widespread support and is repeated:

X. The National Advisory Council Recommends That the Title of ESEA Title III Be Amended To Read "Title III—Educational Innovation and Reform" and Appropriate Action Be Taken To Change the Name of the Fifty State Advisory Councils and the National Advisory Council to Emphasize Educational Innovation and Change

This report would not be complete without some comment on the level of ESEA Title III funding. The 1971 appropriation of $143,393,000 represented only 27 per cent of the $550,000,000 authorized by Congress for that year. In 1972, the ratio of appropriation to authorization declined even further, to 25 per cent.

When Congress in 1969 projected a steadily rising level of authorization for Title III, to culminate at $605,000,000 in 1973, it expressed the belief that Title III is, by its very nature, a growth program. It is inherent in any effort to stimulate change that as it succeeds, it widens the boundaries of change. The vision of Title III originally held by the Congress was that it would be a major instrument for the renewal of American education.

But the funding made available to Title III in 1971 and 1972 has not even enabled the program to hold its own. Rising costs have more than offset small dollar increases in appropriations. Each year's budget has actually bought less than the previous year's of the innovative and creative education which Title III was meant to stimulate. If more schools are to be encouraged to change, more money will have to be made available.

XI. The National Advisory Council Recommends That the Fiscal Year 1973 Appropriation for ESEA Title III Be Double that for 1972, and That Not Less Than $292,000,000 Be Appropriated for the Operation of This Title in Fiscal Year 1973

The introduction to this report asked whether first-grade classrooms were better in 1971 as a result of federal participation in education. The report has offered evidence that Title III has indeed made a difference in the educational experience of American children. But a larger question remains: What would those classrooms have been like if the federal commitment to education had been funded during the past six years at levels commensurate with the authorizations?

PERSONAL OBSERVATIONS

COMMUNITY PARTICIPATION IN TITLE III

(Arthur Ballantine)

Exchange of views between laymen and educators is one way of stimulating innovation in public education. This is why local district steering committees, state advisory councils, and the national council should have diverse membership.

Although their training and experience make school people the ones to judge how projects can be carried out effectively and how to teach subjects like modern math best, professional educators tend to see their profession from their own point of view.

When laymen hear a professional talk, they often have different reactions than fellow professionals would. These reactions, added to professional know-how, can bring change. Final decisions may be different or at least designed differently.

But getting together groups of diverse background is the easy part of the challenge. The big and frequently overlooked issue is to get them to work as an integrated group in which all members participate. Chairmen and educators have a special responsibility for seeing that general discussion takes place. Parents, students and members of low-income and minority groups are sometimes frightened by the technical jargon and suffer from an inferiority complex when closeted with administrators and teachers.

The temptation for many laymen is to remain silent, to refrain from expressing half-formulated thoughts. Yet varied points of view are badly needed in discussion of present day education. The student may not understand a phrase like "needs assessment," but he knows how he reacts to what is being taught in the classroom. The Chicano may not understand "accountability," but he has firsthand knowledge of the obstacles he encounters in our schools.

All advisory councils should have diverse membership. However, congratulations are not truly in order until all members of these groups are contributing to the making of decisions.

TITLE III

(Janet S. Borgen)

Two years ago when I was appointed to the President's National Advisory Council I studied and reviewed the literature that was sent to me to familiarize me with Title III goals. At that time I was so impressed by remarks made by Harold Howe, II, that I copied them for my own reference and inspiration. Mr. Howe's words are as pertinent today as they were in 1968, and reflect my own feelings and concerns.

"In trying to promote innovation through Title III, we must strive constantly to maintain high standards of selectivity, and in doing so, to avoid duplication. Any time there are so-called 'free' public funds, there is an understandable but unfortunate inclination to give everybody a little in an attempt to make everybody happy. So everybody gets some, and nobody gets enough—especially those who might use it most creatively. Title III will succeed only to the degree that it is stringently selective—that it picks the truly superior projects and puts enough money into them so that they make a significant difference."

A STUDENT'S VIEW OF TITLE III

(Kay Curley—Chief)

I have the opportunity of being associated with Title III under two different roles. One role is that of a graduate student in educational psychology while the other is that of a member of the National Advisory Council. These two roles have been compatible in the sense that they have bridged the gap between theory and practice in regards to the philosophy of Title III as I envision it.

In developing a Title III project, an assessment of educational needs is a salient criterion. In visiting various Title III projects and talking with their directors and teachers, it is clearly evident that careful study has been given to this criterion. Because the assessment of educational needs is student-center, and because students are consulted in curriculum development when feasible, the democratic practice is a vital part of Title III.

Educational objectives that are measurable are another criterion to be considered in the development of a project. On the cognitive level, if we wish to sample a student's learning in algebra or physics, the subject itself is used as a basis for our questions. The student is either right or wrong on the selected items. He either achieves or he doesn't. Thus, we are provided with "hard data" concerning what the student has mastered.

Conversely, there are no techniques today that objectively assess affective objectives. And yet, educators agree that a student's feelings influence his learning. His feelings about school, the teacher, the subject, other people, objects, or events are a source of concern to instructors. Attitudes, opinions, beliefs, values, interests do not depend upon the school for their existence because students have formed them at home, from friends, and from past experiences. Some are admirable while others are not.

In a world that is rapidly growing smaller due to technology, and where people of all diversities must learn to live and work together, the school can ill afford to overlook the teaching of worthy affective responses. Title III has done much to encourage students to form those attitudes, values, opinions, beliefs, and interests that are constructive and consistent. Hopefully, this feature of Title III will become a commonality in all projects since there is an obvious connection between affective and cognitive objectives.

CAREER EDUCATION

(Walter G. Davis)

Since the passage of the Elementary and Secondary Education Act in 1965, the federal role in support of the improvement of education at this level has been significantly advanced. The nation, because of this support, has been engaged in the development of new concepts about education, with the objective of preparing our young people for the practical problems which they will have upon termination of their formal schooling.

Basic to this objective is preparation for the world of work. Indeed, the future of our economy and the advancement of our technology may very well depend upon the relevance and the quality of educational experiences which elementary and secondary schools offer their students.

The purpose of ESEA Title III is to provide "risk funds" for experiments with innovative approaches to the learning process. This is by far the greatest investment this nation can make in pursuit of the broad objective of preparing young people for productive, satisfying careers. There is much to be learned in this field, particularly in its counseling aspects but also in the development of values which will provide students with a rational basis upon which to make wise decisions in pursuit of their occupational goals.

Through such programs, we can move ahead toward eliminating the present uncertainties about future goals and the contribution to the general welfare toward which each young person can aspire.

ACCOUNTABILITY

(Lester J. Harman)

The concept of accountability is currently in the forefront of educational thinking because of public resistance to further increases in the costs of schools without sufficient evidence as to what the schools are accomplishing. Accountability means that educators will have to prove that their programs are meeting stated objetcives, and it is clear that the public expects these objectives to be stated in terms of what children are learning.

To stress that schools must be accountable in the future is not to say that they have not been so in the past. However, the questioning of American education which is so prevalent at this time implies that the schools have not done an effective job of examining themselves and then of communicating with the public which supports them. The schools must provide measurable results in order that the community can fairly interpret what is going on in education, and too few schools have developed effective systems for measuring improvements in instruction, learning, and student behavior.

The concepts which make up accountability are integral to Title III. A Title III project is created in the first place in response to an identified educational need. The program is then designed and structured to meet the specific targeted need. Evaluation and assessment is required in terms of both learner successes and program successes at all stages of the project. The community is involved in Title III projects from the beginning and community participation in evaluation of the project's results is an important factor in assessment of its contribution.

Title III is an important part of the effort being made by education to become more accountable to the public by proving to what extent, and how well, it is meeting its established goals.

FUNDING TITLE III

(Howard Jordan, Jr.)

As a member of the President's National Advisory Council on Supplementary Centers and Services, ESEA Title III, I am concerned with the educational welfare of all children, and therefore, I strongly urge a higher percentage of funding for ESEA Title III.

Beginning in 1966, authorization of funding for Title III ESEA was $100,000,000, with an appropriaiton made available of $75,000,000, 75 per cent of funding. Each year after 1966, the per cent of funding declined, until, in 1970, out of a total authorization of $550,000,000, only $116,393,000, or 21 per cent, was actually funded. In fiscal years 1971 and 1972, funding was 27 per cent and 25 per cent, respectively. For fiscal 1973, the President in his budget message requested $146,393,000 of an authorization of $605,000,000, which is a further decline to 24 per cent of authorization.

ESEA Title III is high risk money, which has been made available to school systems for educational innovation and reform; these dollars have made a difference in the schools of our nation as a whole. However, if we are going to successfully develop the human potential which we need in our rapidly changing society, it is urgent that the federal government play a far greater role in providing funds to the schools of the nation for innovative and creative forms of education.

A CHOICE IN EDUCATION

(John H. Kleffner)

Today, both educators and laymen are concerned about the educational opportunities of all children. The problem of "equal educational opportunity" has become a real issue for many people.

One method of providing equal educational opportunity to all citizens is to give them a choice regarding the schools they choose to attend. This choice could be without financial penalty and could allow equal access to both government-supported and nongovernment-supported (private) schools, so long as the taxpayers are not asked to pay a premium for supporting students attending nongovernment schools.

Private schools can offer possible solutions to some of today's educational problems if the persons supporting and working in these schools have equal access to the resources, namely, government funds.

Title III is a major source of funds with which schools may engage in creative innovative change. Nonpublic schools may apply for Title III funds only through their local public education agencies. This procedure is rarely followed, and participation by nonpublic school children in Title III programs is largely a matter of their being included to one degree or another in the activity of a public school's Title III project. While many public school Title III project directors are conscientious and well-motivated about including nonpublic school participants, both students and teachers, in their programs, it would seem appropriate that nonpublic schools be able to initiate innovative projects themselves by direct access to federal funds.

The problems facing today's schools are much too grave for us to keep a large percentage of those working in education out of the game. Promising ideas should be supported, regardless of their origin.

TITLE III AND THE "RIGHT TO BE"

(Myron B. Kuropas)

One of the most rewarding aspects of serving on the President's Advisory Council during the past year has been the realization that in addition to creating a climate for change and renewal in American education, Title III has broken new ground in the area of humanistic education—that occasionally nebulous, often suspect, and difficult to evaluate area to which we all pay lip service but about which many of us do little. At a time when educators are once again worshipping at the altar of "hard data," it is good to find those who are still establishing new and exciting affective objectives and are experimenting with educational experiences which they believe will achieve their aims.

I am especially impressed with the growth of bicultural and bilingual Title III projects which seem to be predicated on the principle that ethnic diversity is a great national resource that should be preserved and maintained. The melting pot model of national cohesiveness has died and with it, hopefully, an educational ideal which measures success on the basis of a child's ability to reject his own unique ethno-cultural heritage.

We still have a long way to go, however, if the model of cultural pluralism is to become an integral premise within American educational philosophy. Today we are addressing ourselves to the ethno-cultural differences of Blacks, Mexicans, Puerto Ricans and Indians. Are we doing this because we value their cultures or because these groups currently represent our most visible educational problems? Is our major concern with their right to read or their right to be? And what about other, less visible children—those of Italian, Greek, or Ukrainian background, for example—who have not been identified as "problem learners?" Do we deny them their right to be while we are, apparently, meeting their right to read? Or do we develop multi-ethnic curricula which encourage a healthy appreciation for all the diversity which exists in our American culture mosaic?

Title III innovators are in a unique position to help America's educators answer these questions in the years that lie ahead. Cognitive growth must go hand in hand with affective growth. We must become as concerned with the evaluation of the human condition—with the right to be—as we are with the right to read. Our children can expect no less of us, nor should we ourselves.

GRASSROOTS EFFECTS OF TITLE III

(Dorothy S. Robinson)

"With Title III funds, we have had the freedom to bring together city and suburb, exploring new areas with joint programs." This testimony of a Massachusetts project director is just one reaction of people involved in Title III—pleasure over the freedom to explore. Other reactions range from thoughtful praise to unrestrained enthusiasm. A midwestern director confides, "It has been such a thrill for our community to be selected as a Title III site. Everyone in town is so pleased with our project!" Even the youngsters involved in Title III appreciate its opportunities. "Before our Title III resource center opened, we never could have a school newspaper or learn to use visual aids," a southern rural boy explained.

School operating budget money is tight, school bonding ventures overwhelmingly defeated everywhere. New money for innovative educational programs is, of course, nonexistent. Therefore Title II becomes more important than ever, if American education is going to grow and change. As one west coast project director put it, "Title III is unique. As a significant force to effect change on the local level, it *must* survive!"

GUIDANCE AND COUNSELING

(Dallas H. Smith)

Many surveys in recent years have indicated that well over half the workers in America, by the time they reach middle age. are either misfits on their jobs or unhappy in their work and would change it if they could. Unquestionably, some of this lack of job satisfaction comes from little meaning or purpose in life itself, yet most evidence clearly points to job choice by chance or to career decisions that had little or no relationship to the realistic interests and potential abilities of the individuals and the work which they could reasonably expect to do well and enjoy.

A nationwide lack of public concern for and appreciation of the need for more effective career and personal guidance and counseling services, as an integral part of both our public and private school systems, is all too apparent today, particularly outside our larger urban areas. Even in many large city schools these services are among the last to be effectively developed and among the first to be cut back in budget "crunches." Sometimes, too, the work of well trained, efficient, and highly motivated counselors is weakened or dissipated by assigning them to clerical, administrative, and other tasks that have nothing to do with providing adequate guidance and counseling services to students.

The student who goes on to college or to other types of training beyond high school is just as much in need of dovetailing his educational design with his occupational plans and potential as the student who expects to go to work on completion of his secondary education. The difference lies in the broader academic base and the longer period and higher degree of preparation for a wider variety of career opportunities which higher education should afford.

We must also recognize that vocational education is only as good as the career and personal guidance and counseling from which it should stem.

Why must America, with the greatest technical development of all time, so profoundly fail to recognize the tremendous need for helping her youth choose careers that will use their talents best in order that they may not only serve society well, but also find a sense of satisfaction, meaning and purpose in their work. Man was born to work in a working world and society needs his labor. Let's help our young people achieve their distinctive American heritage.

CREATING A CLIMATE FOR CHANGE THROUGH TITLE III

(Herbert W. Wey)

The greatest achievement of Title III of the Elementary and Secondary Education Act is the creation of a climate for educational innovation and change in America. Seven years ago, when Title III came into being, innovation was still just a word in the dictionary. Now professional educators, as well as lay people, throughout our nation have become innovation and change conscious. For the first time in American educational history, high risk money for educational innovation and change in elementary and secondary schools was made available, and individual schools and school systems were able to search for better ways of teaching and learning without having to be unduly concerned about proving that the new way was better than the old. The success of this program has already been proven by the fact that over sixty per cent of the Title III projects undertaken have been adopted in some way as a permanent part of public school programs.

Yes, Title III has been successful; and it is now time for Title III and its program of educational reform and renewal to take the next big step. In the Council's 1971 Report to the President and Congress, one of the major recommendations was that "Priority funding be given to those projects which are broad in scope and encourage new designs for education." One thing which has been learned from the early projects of Title III is that a project certainly has a greater chance to survive and to become adopted by the school system if that project is broad in scope and involves a total school, or preferably, a total school system. In addition, the chances of success in continuance of a project are improved if all agencies affecting change in education are an integral part of the project. Thus, the state department of education, institutions of higher education, the public schools, the business and industrial world, and the community need to be involved as equal partners in educational reform projects.

Title III has developed a climate for change and has played a major role in bringing about an improvement in teaching and learning in America. Now as local school systems, states, and the nation continue to seek educational reform, they must undertake projects which are broad in scope and involve the cooperative efforts of all facets of our American society.

SPECIAL EDUCATION AND TITLE III

(Marechal-Neil E. Young)

This year marks a most significant breakthrough in education of the handicapped. The "right to be educated" to the ultimate extent of their capabilities will become a reality for many mentally retarded pupils previously excluded from regular public school programs because of the serious nature of their handicaps.

A decision by a three-judge federal panel to require school districts in Pennsylvania to open public school programs to the mentally retarded between the ages of six years and 21 years, appropriate to their capabilities, is expected to have impact upon programs for the retarded nationwide. The challenge to Title III is to encourage the development of exemplary and innovative programs designed to improve instruction as well as to stimulate the provision of necessary supplementary programs for handicapped children not presently included in regular school curricula. Since the normalization concept requires the involvement of as many handicapped pupils as possible in regular classrooms, there are important challenges for staff development as well as for the introduction of new approaches to individualization of instruction.

Another important area of concern as we contemplate expansion of innovative programs for the handicapped is the building of a climate of understanding of the human developmental needs of exceptional children by the total school-community Educational reform requires the nurturing of positive attitudes toward school programs built upon the strengths of the handicapped. Those who work with even the severely retarded have knowledge of many individual boys and girls for whom substantial progress has resulted from their response to the high expectations of teachers.

The projects described in the January 1972 publication Title III in Special Education are commanding evidence of the leadership role Title III holds in stimulating progress in the serving of our exceptional pupil population.

PROJECTS IDENTIFIED BY THE STATES AS THEIR MOST EXEMPLARY FOR FISCAL YEAR 1971

ALABAMA

Honors Program in Fine Arts, Jefferson County Board of Education, A-400 Courthouse, Birmingham, Alabama 35203

Sequential Cumulative English Program, Lamar County Board of Education, P.O. Box 469, Vernon, Alabama 35592

*Operation Hope, Marshall County Board of Education, Rt. 1, Box 494, Guntersville, Alabama 35976.

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*Projects for the handicapped.

A Comprehensive Pre-School Program, Andalusia City Board of Education, P.O. Box 1317, Andalusia, Alabama 36420

Equalizing Multi School Curriculum by Technology, Etowah County Board of Education, Room 109-Courthouse, Gadsden, Alabama 35901

ALASKA

Special Learning Center, Kodiak Island Borough School District, P.O. Box 886, Kodiak, Alaska 99615

ARIZONA

Myers Demonstration Library, Tucson Public Schools, 5000 East Andrew, Tucson, Arizona 85711

Prevention of Reading Disability, Roosevelt School District No. 66, 6000 South 7th Street, Phoenix, Arizona 85040

CREATES Exploratory Learning Center, Tucson Public Schools, P.O. Box 4040, Tucson, Arizona 85717

Providing Occupational Education for Youth in Small Schools, Cochise County School Districts, P.O. Box 1159, Bisbee, Arizona 85603

*Special Programs Aimed at Rehabilitating Children, Tempe Elementary School District No. 3, P.O. Box 27708, Tempe, Arizona 85281

ARKANSAS

*Service Center for Learning Problem Children, Hot Springs School District, 225 Linden Street, Hot Springs, Arkansas 71901

CALIFORNIA

Planning Solutions to Urban Educational Problems, Oakland Unified School District, 1025 Second Avenue, Oakland, California 94606

Innovative Solution to Drug Misuse, Coronado Unified School District, 706 Sixth Street, Coronado, California 92118

Environmental Approach to Investigations and Inquiry in Science, Barstow Unified School District, 551 South "H" Street, Barstow, California 92311

Cross-Age Teaching, Ontario-Montclair School District, P.O. Box 313, Ontario, California 91764

Project STRIVE, Santa Clara Unified School District, P.O. Box 397, Santa Clara, California 95052

Environment to Encourage Creativity in Learning, Cajon Valley Union School District, P.O. Box 1129, El Cajon, California 92022

California Teacher Development Project for System of Individualized Instruction, Fremont Unified School District, 40775 Fremont Boulevard, Fremont, California 94538

Project Breakthrough, Tamalpais Union High School District, Larkspur, California 94939

Enhancing Self Concepts and and Cognitive Skills, Del Paso Heights School District, 3645 Taylor Street, Sacramento, California 95838

Supplementary Education for Indians in Rural and Reservation Areas, Inyo County Superintendent of Schools Office, P.O. Box 1648, Bishop, California 93514

*Therapeutic Education Center, San Francisco Unified School District, 135 Van Ness Avenue, San Francisco, California 94102

COLORADO

Arapahoe High School Variable Student Scheduling, Littleton School District #6, 6558 South Acoma Street, Littleton, Colorado 80120

Northern Colorado Outdoor Nature Center, Larimer County School, Poudre District R–1, 2407 LaPorte Avenue, Fort Collins, Colorado 80521

Social and Occupational Perception in Rural Areas, Delta Public Schools Joint School District #50, Route 1, Box 66, Delta, Colorado 81416

*The "I" Project, An Interdisciplinary Approach to the Educationally Handicapped, Cherry Creek School District, 4700 South Yosemite Street, Englewood, Colorado 80110

Project FINE (Family Involvement in Education), Arkansas Valley Board of Cooperative Service, 210½ Santa Fe Avenue, LaJunta, Colorado 81050

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*Projects for the handicapped.

Mutually Aided Learning, Cherry Creek School District, 4700 South Yosemite Street, Englewood, Colorado 80110

New Design for Learning, Colorado Springs Public Schools, El Paso County School District #11, 1115 North El Paso Street, Colorado Springs, Colorado 80903

COLAMADA (Committee on Low Achievers in Mathematics—Denver Area), Northern Colorado Educational Board of Cooperative Services, 1750—30th Street, Suite 48, Boulder, Colorado 80301

CONNECTICUT

A Model Program (AMP), Branford Board of Education, 33 Laurel Street, Branford, Connecticut 06405

Supplementary Program for Hartford in Education Reinforcement and Enrichment (SPHERE), Hartford Board of Education, Hartford, Connecticut

School Within a School (SWAS), Middletonn Board of Education, 251 Court Street, Middletonn, Connecticut 06457

*Project ORFF, East Hartford Board of Education, Office of Auxiliary Services, East Hartford High School, 777 Burnside Avenue, East Hartford, Connecticut 06108

DELAWARE

The Sea Beside Us, Milford School District, 906 Lakeview Avenue, Milford, Delaware 19963

*Normalization in Special Education, Marshallton-McKean School District, 1703 School Lane, Wilmington, Delaware 19808

DISTRICT OF COLUMBIA

Columbia Road Preschool Pilot Project, 1459 Columbia Road, N.W., Washington, D.C. 20009

FLORIDA

Early Childhood Preventive Curriculum, 1410 N. E. 2nd Avenue, Miami, Florida 33132

The Panhandle Area Educational Cooperative, 412 South Boulevard, Chipley, Florida 32428

*A Developmental Design for Educating the Emotionally Disturbed, 1105 Bermuda Road, Tampa, Florida 33605

GEORGIA

Health and Optimum Physical Education, Project HOPE, Health Center, 107 Fourth Street, Ocilla, Georgia 31774

Individually Prescribed Elementary Instruction Program (IPI), Lowndes County, Board of Education, Valdosta, Georgia 31601

An Approach to Community Educational Improvement, Project "Success Environment", Atlanta City Schools, Suite 201, 210 Pryor Street, Atlanta, Georgia 30303

*Center for Specific Learning Disabilities, De Kalb County Board of Education, Robert Shaw Center, 395 Glendale Road, Scottdale, Georgia 30079

HAWAII

Hawaii English Program, 1625 Wist Place, Honolulu, Hawaii 96822

IDAHO

Curriculum Change Through Nongraded Individualization, School District #52, Route #2, Wilson Building, Blackfoot, Idaho 83221

*Auditory Discrimination Training Program, Boise Independent School District #1, 1207 Fort Street, Boise Idaho 83702

ILLINOIS

THIS: Toward the Humanization and Individualization of Science, Moline District 40, 1619–11th Avenue, Moline, Illinois 61265

Educational and Cultural Enrichment Project of Hancock County, Office of the Superintendent, Educational Service Region, Hancock County, Carthage, Illinois 62321

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*Projects for the handicapped.

Model Program for Emotionally Disturbed, Jacksonville District 117, 1021 Lincoln Avenue, Jacksonville, Illinois 62650

*Midway Teaching and Treatment Program, Peoria District 150, 3202 North Wisconsin Avenue, Peoria, Illinois 61603

INDIANA

Project T.U.T.O.R. (Tutoring Underachievers to Obviate Remediation), New Albany-Floyd County Schools, 810 East Market Street, New Albany, Indiana 47150

Early Learning Center, Gary Community School Corporation, 620 East 10th Place, Gary, Indiana 46403

Centre for the Study of India: An International Education Project, New Albany-Floyd County Schools, 810 East Market Street, New Albany, Indiana 47150

Project "Self"-Awareness, Norman Beatty Hospital, Westville, Indiana 46391

*Curriculum for the Handicapped, M.S.D. Wayne Township, 1220 South High School Road, Indianapolis, Indiana 46241

IOWA

Project ECO, An Environmental Curriculum Opportunity, Ames Community School District, 120 S. Kellogg, Ames, Iowa 50010.

Film Now, Mount Ayr Community School District, Mount Ayr, Iowa 50854.

Implementation of PLAN, Grades 1–5, College Community School District 406–76th Avenue, S.W., Cedar Rapids, Iowa 52401.

KANSAS

Experimental Motivation in Language Arts, Unified School District No. 258, 1100 Central, Humboldt, Kansas 66748.

*Central Kansas Diagnostic and Remedial Education Center, Salina Airport Industrial Center, Building 270, Salina, Kansas 67401.

KENTUCKY

Comprehensive Curriculum and Staff Development, Bowling Green Board of Education, Suite 427, College of Education, Western Kentucky University, Bowling Green, Kentucky 42101.

Individualized Instruction Project, Fayette County Board of Education, Lexington, Kentucky 40503.

*Residential School for Emotionally Disturbed Children, Jefferson County Board of Education, 8701 LaGrange Road, Louisville, Kentucky 40503.

LOUISIANA

Northwest Louisiana Supplementary Center and Services, Bosier Parish School Board, P.O. Box 218, Benton, Louisiana 71006.

Pilot Study—Neurologically Involved Child, Lafayette Parish School Board, P.O. Drawer 2158, Lafayette, Louisiana 70501.

Preparing Trainable Retardates for Sheltered Employment, Tangipahoa Parish School Board, P.O. Box 1071, Natalbany, Louisiana 70422.

*Rehabilitative Experiences Aiding Delinquent Youths, Ouachita School Board, P.O. Box 1631, Monroe, Louisiana 71201.

MAINE

Specialized Language Activities for the Rural Disadvantaged, Oxford Hills High School, South Paris, Maine 04281.

PRIME (Portland Regional Instructional Media Experiment), 858 Brighton Avenue, Portland, Maine 04102.

Bicultural Curriculum Development and Teacher Renewal, (Pace/Fabric), Wisdom High School, St. Agatha, Maine 04772.

*Operation Bright Peaks, Porter Elementary School, Kezar Falls, Maine 04047.

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*Projects for the handicapped.

MARYLAND

Model Early Childhood Learning Program, Baltimore City Public Schools, 3 East 25th Street, Baltimore, Maryland 21218.

*Multi-Media Resource Centers for Handicapped Children, Baltimore County Board of Education, 6901 North Charles Street, Towson, Maryland 21204.

MASSACHUSETTS

Project SPOKE, Foxborough School District, 37 West Main Street, Norton, Massachusetts 02766.

Resource Learning Labs, c/o Three Dimensional Project, Old Sturbridge Villiage, P.O. Box 333, Sturbridge, Massachusetts 01566.

Arts/Six, Brookline Public Schools, 333 Washington Street, Brookline, Massachusetts 02108.

*Franklin County Supplementary Education Center, 359 Main Street, Greenfield, Massachusetts 01301.

MICHIGAN

Neighborhood Educational Center, Detroit Board of Education, 5057 Woodward Avenue, Detroit, Michigan 48202.

Community Education Center Demonstration Project, Flint Board of Education, 1657 Arizona Avenue, Flint, Michigan 48506.

Regional Enrichment Center, Kalamazoo Valley Intermediate School District, 6667 West Michigan Avenue, Oshtemo, Michigan 49077.

System-Wide Implementation of a Perceptual Development/Physiological Readiness/Nongraded Program, Lamphere Public Schools, 235 East 13 Mile Road, Madison Heights, Michigan 48071.

Vehicle for Change, Traverse Bay Intermediate School District, 715 East Front Street, Traverse City, Michigan 49684.

A Program to Modify Concepts Held by Low Achieving Students, Traverse City Public School, Milliken Drive & Eastern Avenue, Traverse City, Michigan 49684.

Project APEX: Appropriate Placement for Excellence in English, Trenton Public Schools, Trenton, Michigan 48183.

Activities to Support and Stimulate Innovation in Schools Today (ASSIST), Wayne County Intermediate School District, 33030 Van Born Road, Wayne, Michigan 48184.

Downriver Learning Disability Correction Center, Wyandotte School Distrct, Bacon Memorial Library, 2613 Biddle Avenue, Wyandotte, Michigan 48192.

Ypsilanti Preschool Curriculum Demonstration Project, Ypsilanti School District, 300 West Forest, Ypsilanti, Michigan 48197.

*Behavioral Engineering for Handicapped Children, Wayne Community School District, 3712 Williams, Wayne, Michigan 48184.

MINNESOTA

Career Support Center, St. Paul Public Schools, 210 Union Depot, 216 East 4th Street, St. Paul, Minnesota 55101.

*Special Education Cooperatives, Crookston Regional Interdistrict Council, 119 North Broadway, Crookston, Minnesota 56716.

MISSISSIPPI

Extended School Day, Armory Public Schools, Extended School Day, West Amory Elementary School, Amory, Mississippi 38821.

*Special Education Materials Center, Gulfport Municipal Separate School District, Southeast Mississippi Special Education Material Center, 1215 Church Street, Mississippi City Station, Mississippi 39501.

MISSOURI

An Exemplary Materials Center, Ferguson-Florissant School District, 655 January Avenue, Ferguson, Missouri 63135.

A Computer Assisted Instruction Laboratory in Science and Math, School District of Kansas City, 1211 McGee, Kansas City, Missouri 64106.

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*Projects for the handicapped.

*St. Louis Diagnostic and Adjustment Center, School District of the City of St. Louis, 911 Locust, St. Louis, Missouri 63101.

MONTANA

"MAGIC" (Mathematics Activities Generating Interest and Creativity), School District 1, 119 North Montana Street, Butte, Montana 59701.
* Behavior Modification of the Emotionally Disturbed, School District 1, 1100 4th Street South, Great Falls, Montana 59401.

NEBRASKA

Able Student Project, Grand Island Public Schools, 615 North Elm, Grand Island, Nebraska 68801.
*Panhandle Administrational Resource Center, Educational Service Unit #13, 1972 Broadway, Scottsbluff, Nebraska 69361.

NEVADA

*Pre-School Program for the Handicapped, Clark County School District, Variety School, 2601 Sunrise Avenue, Las Vegas, Nevada 89101

NEW HAMPSHIRE

Solve (Support for Open Concept Learning Areas Through Varied Educational Teams), Somersworth School District, 37 Pleasant Street, Concord, New Hampshire 03301.
READINESS Project, Lebanon School District, 32A Main Street, Petersborough, New Hampshire 03458

NEW JERSEY

Learning Experience Module—Project LEM, Hackensack Public Schools, 355 State Street, Hackensack, New Jersey 07601
Educational Improvement Center, Box 426—Woodbury-Glassboro Road, Pittman, New Jersey 08071
Prescriptive Teaching Workshop, 309 South Street, New Providence, New Jersey 07974
Educational Services for Pregnant Teenagers, New Brunswick Public Schools, 225 Comstock Street, New Brunswick, New Jersey 08901
Dale Avenue Urban Early Childhood Education Project, Dale Avenue School, 21 Dale Avenue, Paterson, New Jersey 07505
Individualized Language Arts Prescription, Diagnosis, and Evaluation, Roosevelt School, Louisa Place, Weehawken, New Jersey 07087
Project MOPPET: A K–6 Humanities Program, Woodbridge Township Public Schools, P.O. Box 428, Woodbridge, New Jersey 07095
*A Teacher Training Project in Behavioral Engineering for Handicapped Children, 70 Grand Avenue, Englewood, New Jersey 07631

NEW MEXICO

Silver City Bilingual Bicultural Demonstration Center, Silver City Consolidated Schools, P.O. Bin 1060, Silver City, New Mexico 88061
*Clovis Regional Service Center, Clovis Public Schools, 4th at Mitchell, Clovis, New Mexico 88101

NEW YORK

Southern Cayuga Atmospherium—Planetarium, Genoa School District #1, Aurora, New York 13026
Human Relations Education, Buffalo City School District, 713 City Hall, Buffalo, New York 14202
Individualized Instruction in a Prototype School, Syracuse City School District, 409 W. Genesee Street, Syracuse, New York 13202
Program for Perceptual Motor Education, Peru School District #1, Peru Central School, Peru, New York 12972
Information Retrieval and Dissemination Center for Levittown, Hempstead School District #5, North Village Green, Levittown, New York 11756

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*Projects for the handicapped.

Developmental and Coordinated Health Education, Thompson School District #1, Bedford Avenue, Monticello, New York 12701
High School and Your Future in Aerospace, Smithtown School District #5, Kohr Road, Kings Park, New York 11754
Integrated Business Program, Waterford School District #1, 125 Middletown Road, Waterford, New York 12188
Educationally Handicapped Early Adolescent Program, Oneida City School District, P.O. Box 327, Oneida, New York 13421
*Comprehensive Program for the Severely Physically Handicapped, Rochester City School District, 13 S. Fitzhugh Street, Rochester, New York 14614
*Related Occupational Education for Educably Retarded Youth, Hamilton-Fulton-Montgomery BOCES, P.O. Box 665, Johnstown, New York 12095
*Search, Clinton Essex BOCES, 44 Clinton Street, Plattsburgh, New York 12901
Intercultural Relations Council, Suffolk BOCES #3, 507 Deer Park Road, Dix Hills, New York 11746
Racial Ethnic Action Project, Nassau BOCES, 125 Jericho Turnpike, Jericho, New York 11753

NORTH CAROLINA

Model Elementary School for In-Service Education of Teachers, Burlington City Schools, Burlington, North Carolina 27215
Industrial Arts in the Elementary School, Bertie County Schools, P.O. Box 10, Windsor, North Carolina 27983
Marine Science, Carteret County Schools, Courthouse Annex, Beaufort, North Carolina 28516.
The Cooperative School for Pregnant Girls, Durham County Schools, 2038 Erwin Road, Durham, North Carolina 27705
*Special Prescribed Approaches for Retarded Children (SPARC), Caswell County Schools, P.O. Box 158, Yanceyville, North Carolina 27379

OHIO

Project Insight, Cleveland Heights-University Heights City Schools, 2155 Miramar Boulevard, Cleveland, Ohio 44118
Meeting Modern Teenage Problems—Drug Abuse, Dayton City Schools, 348 West First Street, Dayton, Ohio 45402
Meeting Modern Teenage Problems—Aggressive Behavior, Lakewood City Schools, 1470 Warren Road, Lakewood, Ohio 44107
A Technological Exploratorium, K–6, Summit County Schools, 80 West Center Street, Akron, Ohio 44308
King School Research-Instruction Center, Toledo City Schools, Manhattan & Elm, Toledo, Ohio 43608
Focus on Inner-City Social Studies, Youngstown City Schools, 20 West Wood Street, Youngstown, Ohio 44503
*Project WRITE, Cleveland City Schools, 1380 Sixth Street, Cleveland, Ohio 44114

OKLAHOMA

Educational Improvement with Closed Circuit T.V., Stillwater Public Schools, 315 West 8th Street, Stillwater, Oklahoma 74074
*Reading Readiness and Improvement Through Perceptual Training, Woodward Public Schools, P.O. Box 668, Woodward, Oklahoma 73801

OREGON

Institutionalizing Innovations in Oregon's Small Schools, Baker County Intermediate Education District, 2030 Auburn Aevenue, Baker, Oregon 97814
*Speech Tele-Van, Marion County Intermediate Education District, 681 Center, N.E., Salem, Oregon 97301

PENNSYLVANIA

Developing Intercultural Understanding Project, Allegheny County Intermediate Unit, B. F. Jones Annex, 311 Ross Street, Pittsburgh, Pennsylvania 15219
Intermediate Unit Comprehensive Planning Program, Luzerne County Intermediate Unit, 902 IBE Building, Wilkes Barre, Pennsylvania 18701
*Modification of Children's Oral Language, Susquehanna Intermediate Unit (#16), P.O. Box 213, Lewisburg, Pennsylvania 17837

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*Projects for the handicapped.

RHODE ISLAND

Gifted, Cranston School Department, 845 Park Avenue, Cranston, Rhode Island 02910

CAM (Concepts and Materials), Portsmouth School Department, Middle Road, Portsmouth, Rhode Island 02871

Close-Gap, Johnston High School, 345 Cherry Hill Road, Johnston, Rhode Island 02919

*Project Providence and Blackstone Valley Cerebral Dysfunction Center, Branch Avenue School, 425 Branch Avenue, Providence, Rhode Island 02904

SOUTH CAROLINA

A Regional Model Demonstration Kindergarten Program, Orangeburg County School District #5, 578 Ellis Avenue, Orangeburg, South Carolina 29115

Laboratory Science Program in Clover, York School District #2, Clover, South Carolina 29710

*Assistance for the Disturbed Child, Lexington County School District #5, Ballentine, South Carolina 29002.

SOUTH DAKOTA

Identification and Remediation of Learning Disabilities, 701 South Western Avenue, Sioux Falls, South Dakota 57105

Interlakes Environmental and Outdoor Education, Chester Area School District #34, Chester, South Dakota 57016

TENNESSEE

Pre-School Development Project, Murfreesboro City Schools, 109 North Spring Street, Murfreesboro, Tennessee 37130

Music Curriculum for Memphis City Schools, Memphis City Schools, 2597 Avery Avenue, Memphis, Tennessee 38112

*Program to Provide Services to Handicapped Children in the Regular Classroom, Shelby County Schools, 160 South Hollywood, Memphis, Tennessee 38112

TEXAS

Twenty Education Service Centers: Edinburg, Mt. Pleasant, San Angelo, Corpus Christi, Wichita Falls, Amarillo, Victoria, Richardson, Lubbock, Houston, Fort Worth, Midland, Beaumont, Waco, El Paso, Huntsville, *Austin, San Antonio, Kilgore and Abilene

UTAH

Implode, Bella Vista Elementary School, 2131 East 70th South, Salt Lake City, Utah 84121

Sand Ridge Learning Systems Development Project, Sand Ridge Jr. High School, 2075 West 4600 South, Roy, Utah 84404

*Granite Special Education, Upland Terrace School, 3700 South 2860 East, Salt Lake City, Utah 84109

VERMONT

Advancing Creative Teaching in Vermont Education Through an Educational Continuum K–12, C-FORCE Action Center, P.O. Box 277, Lyndonville, Vermont 05851

*Speech Improvement Project, Franklin North west Supervisory Union, P.O. Box 123, Swanton, Vermont 05488

VIRGINIA

Conservation and Recreation Exploration "CARE," Craig County, P.O. Box 245, New Castle, Virginia 24127

Exploring Creative Frontiers, Stafford County, Route, 2, Box 20–A, Stafford, Virginia 22554

Hopewell Occupational Work Center, P.O. Box 270, Hopewell, Virginia 23860

Dilenowisco Educational Cooperative, Wise County, Dickenson, Lee, Scott and Norton City, Box 1006, Wise, Virginia 24293

Center for Diagnosis and Treatment of Learning Disabilities, Chesterfield County, 8610 Perrymount Road, Chesterfield County, Virginia 23234

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*Projects for the handicapped.

Operation Uplift, Richmond City Schools, 809 East Marshall Street, Richmond, Virginia 23219

Project Helping Hand (A Special Education Consortium), Pulaski County, P.O. Box 929, Dublin, Virginia 24084

Regional Program for Impaired Children, Arlington County (Participating: Alexandria and Falls Church), 1426 North Quincy Street, Arlington, Virginia 22207

Virginia Beach—Diagnosing Learning Potential, Virginia Beach Public Schools, Annex 2, Princess Anne Station, Virginia Beach, Virginia 23456

Richmond City, Richmond Intercultural Center for the Humanities, Ellen Glasgow House, 1 West Main Street, Richmond, Virginia 23220

WASHINGTON

Occupational Versatility, Highline School District No. 401, 253 South 152nd Street, Seattle, Washington 98148

Marine Science Laboratory, North Kitsap School District No. 400, Route 4, Box 846, Poulsbo, Washington 98370

A Male Oriented Program for Boys, Shoreline School District No. 412, N.E. 158th & 20th Avenue N.E., Seattle, Washington 98155

*Handicapped and Normal Children Learning Together, Federal Way School District No. 210, 31455 28th Avenue South, Federal Way, Washington 98002

WEST VIRGINIA

Pre- and Inservice Training Center, Kanawha County Board of Education, 200 Elizabeth Street, Charleston, West Virginia 25311

Outdoor Education: Conference and Service Complex, Raleigh County Board of Education, P.O. Drawer M, Beckley, West Virginia 25801

*Project HUM (Handicapped Utilize Music), Nicholas County Board of Education, 715 Broad Street, Summersville, West Virginia 26651

WISCONSIN

An In-Service Model That Will Equip English Teachers To Effect Curriculum Change, Madison Public Schools, 545 West Dayton Street, Madison, Wisconsin 53703

PATROL—Fostering Motivation in Young Children. Cooperative Educational Services Agency #3, Municipal Building, Gillett, Wisconsin 54124

WYOMING

WYMOLAMP, School District #25, Riverton, Wyoming 82501

*Cooperative Special Services Project (Handicapped), Big Horn Basin Board of Cooperative Services, Thermopolis, Wyoming 82443

PUERTO RICO

Itinerant Educational Services for Disadvantaged Areas, Ciales School District, Superintendent's School Office, Calle Jose de Diego, Ciales, Puerto Rico 00638

Mobile Unit of Education Experiences, Guaynabo School District, Superintendent of Schools' Office, Camino, Alejandrino K O H 3, Guaynabo, Puerto Rico 00651

Center of Educational Resources, Department of Education, Hato Rey, Puerto Rico 00919

*A Model Materials and Related Services for the Handicapped, Ciudad Nueva Elementary School, Paris Street, Floral Park, Hato Rey, Puerto Rico 00657

BUREAU OF INDIAN AFFAIRS

Air Bookmobile, Bureau of Indian Affairs, Bethel Agency, Juneau, Alaska 99801

*Resource and Learning Adjustment Program, Pine Ridge Reservation, Pine Ridge, South Dakota 57770

TRUST TERRITORY OF PACIFIC ISLANDS

Micronesian Elementary Teacher Education Program, Department of Education, Trust Territory of the Pacific, Saipan, Mariana Islands 96950

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*Projects for the handicapped.

Chairman PERKINS. We are glad to welcome the representatives of the American Library Association: Mrs. Mary Ann Hanna, Coordinator, Regional Library Development Program, ESEA Title II, Michigan; Mrs. Elizabeth P. Hoffman, State School Library Supervisor, State Department of Public Instruction, Harrisburg, Pa.; and Mr. Bernard Franckowiak, School Library Supervisor, State Department of Public Instruction, Madison, Wis.

Mrs. Hanna, proceed with your statement.

STATEMENTS OF MRS. MARY ANN HANNA, COORDINATOR, REGIONAL LIBRARY DEVELOPMENT PROGRAM, AND ESEA TITLE II, MICHIGAN; MRS. ELIZABETH P. HOFFMAN, CHIEF, DIVISION OF SCHOOL LIBRARIES, AND COORDINATOR OF ESEA TITLE II, PENNSYLVANIA DEPARTMENT OF EDUCATION, HARRISBURG, PA.; AND BERNARD FRANCKOWIAK, SCHOOL LIBRARY SUPERVISOR, STATE DEPARTMENT OF PUBLIC INSTRUCTION, MADISON, WIS., REPRESENTING THE AMERICAN LIBRARY ASSOCIATION

Mrs. HANNA. Thank you.

My name is Mary Ann Hanna. I am the Coordinator of the Regional Library Development Program, State Library Services, Michigan Department of Education. My staff of specialists and I aid in the development and improvement of school, public, and institution library services in designated regions of the State, coordinating many activities which involve both State and Federal funds.

As the head school library consultant for 13 years, and as the Coordinator of ESEA title II since 1965, I am heavily involved in the development of school library/media center programs in Michigan.

As a representative of the American Library Association and as a spokesman for one State's involvement in the title II ESEA program, I am very grateful to have this opportunity to appear before you today to support H.R. 69, the Elementary and Secondary Education Amendments of 1973, which would, among other things, extend the title II school library program for 5 years.

Title II has provided many students and teachers access to a variety of materials, not only in Michigan but all across the country. It is imperative that this program be continued.

Some may argue that the numbers of books and audiovisual materials provided by this program have been so great that there can be no more need. Knowledge of today's questing young people and of new teaching techniques which require many and varied materials quickly shows the need.

New ideas expand and develop every day, adding to knowledge and sometimes making other information obsolete. New students appear every day in the schools with new needs for materials and with differing abilities and attitudes toward the use of materials.

As I visit schools and observe student use of materials, I am increasingly aware of the joy with which students use audiovisual materials to add to—or even as a substitute for—the printed word. I always remember my young friend, the champion elementary wrestler in Pontiac, Mich., who as a "nonreader" found little to interest him in the library/media center.

He's a booster now because the librarian "turned him on" with a camera and set him to taking pictures of his friends illustrating the various wrestling holds. He eagerly takes visitors to the library to see the book he "wrote" and illustrated and the cards for it all neatly filed in the card catalog! As a byproduct, this young man talks to his "friend," the librarian, and stops to look at filmstrips and slides arranged invitingly around the room—or, on occasion, even a book.

This brings to mind Michigan's tie to the Right to Read program. One of our State title II goals is the "Right to Read" goal which we interpret as the right to read, to view, or to listen, thereby applying to all eligible print and audiovisual materials.

A great part of the continuation of reading, viewing, or listening enjoyment is "desire." Title II ESEA can provide some materials to use in teaching reading skills—and does in some schools—but we believe our biggest challenge is in making the student want to continue to read, view, or listen—and to enjoy—all his life.

Therefore, materials must be available that he can read, view, or listen to at all levels of his reading-skill development and on all of his understanding and interest levels—and in all formats (print and audiovisual) to suit his needs at that moment. This requires that all children have easy access to maximum numbers of materials.

We cannot say this for all students in Michigan at present. Some have books and no audiovisual materials, and some have very little of either. At least 1,000 school buildings in Michigan have no central school libraries, and the number is even larger when you add those with inadequate facilities.

Title II funds have stimulated the development of more than 600 elementary and junior high school centralized collections, but we are still far short of providing adequate service for many students.

Many large school media centers have fine collections of books and audiovisual materials geared to the traditional college-bound students, but they often have very little material to meet the needs of those students who need easier materials for reading and listening. Access to a wide range of materials must be provided.

Next, we should consider career education. Career education programs now start in the kindergarten; many Michigan school districts are involved in building curriculum K–12, and are finding a great need for new materials. Teachers are discovering the value in using materials; more and more we find teachers demanding materials to fit their units—or the basic supplies so they can produce their own filmstrips, tapes, or transparencies.

Every new area of the curriculum makes demands for materials—career education, environment and ecology, drug abuse, and mini-courses on all sorts of subjects.

Many schools in Michigan have difficulty budgeting for materials to accompany these new curriculum areas since their financial problems are very great. Title II, ESEA, has provided the funds to add variety, enrichment, and interest to the school program, since maintenance of local effort becomes more difficult for more school districts every year.

Without the "maintenance of effort" restraint in title II, ESEA, many districts would cut their local spending for materials even lower or eliminate it altogether. Michigan State law prohibits deficit budgeting and deficit spending; many districts, including Detroit, cannot find the necessary money to run the schools. Private schools are in equally difficult financial trouble; many have had to close.

We need title II, ESEA, funds. Local money cannot do it alone. Students and teachers still have unmet needs for materials. Today it is impossible to be an outstanding teacher without using materials in the classroom and guiding students to use them in their search for knowledge.

This need for materials is so vital it should not be left to chance. Any legislation whose purpose is to provide quality education programs for children should make materials a separate categorical part, in order that this area not be shortchanged or forgotten altogether. Extending the present elementary and secondary education law will provide this protection.

We believe in being accountable. It is an integral part of program budgeting used in many States as a method to insure planning for and evaluation of our activities. The Michigan department of education follows a six-step accountability model which establishes goals and objectives as the first two steps toward accountability.

Teachers, librarians, and media personnel must know if they have the right materials, if the students liked using them, and if the materials provided any benefits to the students. Then, we are accountable for our expenditure of Federal funds.

Title II, ESEA, is a strong program, with the values overbalancing any weaknesses. It zeroes in on the most important element—other than teachers—in education, no matter what the level. The need for materials continues year after year.

I urge the passage of H.R. 69 which would extend the Elementary and Secondary Education Act of 1965, including title II, for an additional 5 years; we cannot afford to lose the momentum already gained.

Mr. Chairman and members of the committee, I thank you for the opportunity to make this statement.

Mr. Hawkins. Thank you, Mrs. Hanna.

We will reserve the questions until all the witnesses have had an opportunity to present their statement.

Mrs. Hoffman, I suppose you are next. Mrs. Elizabeth P. Hoffman, chief, Division of School Libraries, and coordinator of ESEA title II, Pennsylvania Department of Education, Harrisburg, Pa. Mrs. Hoffman.

Mrs. Hoffman. Thank you. My name is Elizabeth Hoffman, and I am chief, Division of School Libraries, and coordinator of ESEA title II, for the Pennsylvania Department of Education, Harrisburg.

I will read the statement and show you a few slides. I supervise the establishment, growth, and maintenance of library/media programs in both the public and nonpublic schools of the Commonwealth where 2,800,000 students are enrolled. I am also responsible for designing and implementing the ESEA title II program for all these students and their teachers.

Today, I am speaking in support of H.R. 69, the 5-year extension of the Elementary and Secondary Education Act, including title II, the program authorizing funds for school library resources, textbooks, and instructional materials.

In this, I speak not only for Pennsylvania students and teachers, but also for those in all the schools of the Nation as well as the membership of the American Association of School Libraries of the American Library Association, an organization of professional and lay people participating in the growth and improvement of libraries.

I urge you to continue your support of the education of the students in our schools, public and nonpublic alike, on all grade levels through the ESEA title II program. This program more than any other single educational factor has provided students across the Nation with the materials they need for learning. We recognize that the objective of a school library/media program is to widen, deepen, intensify, and personalize the learning experience through the guided use of suitable materials.

Since the inception of ESEA title II, we have seen this objective made possible on a national level in a way no local program could hope to achieve. In Pennsylvania alone, more than 2,000 libraries have been established using title II moneys.

School districts have supplied personnel, both professional and technical, to guide the use of these materials. Parents have volunteered to assist by providing furniture and equipment. Teachers have been able to bring alive ideas and create learning experiences designed to meet a child's needs.

In a single classroom youngsters differ in background, ability, aptitude, attitude, creativity, and maturity. A textbook cannot be of use equally to all of them, even in the hands of a skilled teacher. But the variety of materials now available through title II makes possible learning to suit a student's individual requirements.

Watch a youngster examine anatomy charts, read about the flow of blood in his body, then trace that flow on a transparency for his classmates. He knows what he is doing. Or witness a high school student as he loses himself in the account of the American Revolution described in "Johnny Tremain," the story of a young New England patriot.

Notice that he shares in a dramatic reading of some of the passages via a cassette. Follow him as he listens to the music of the period and examines some study prints of its art. Observe as he concludes his work examining and analyzing a copy of the Declaration of Independence.

He will develop a better understanding of the meaning of the events of the 1770's than if he were given a few dates to memorize. Materials in our school libraries make individualized learning possible. They reveal the ideas and concepts our students must have if they are to become the participating productive citizens of the next few decades.

This kind of education enables them to "learn how to learn" so that they can continually renew and expand their knowledge and skills when their formal education has been completed.

You are concerned with many facets of education. School libraries undergird all of them. With the growing emphasis on career and vocational education, school libraries are deluged with demands for information about job requirements, skill development, and retraining.

These programs need books, periodicals, film in a variety of formats, charts, and other media to assist in the training of our 21st century workers. Our students in our schools in 1973 will live their most productive years then; we cannot restrict them with a lack of information now.

Title II has combined with other Federal programs as well as State and local moneys to improve education. For the first time, students in the nonpublic schools through the loan provisions in title II have shared equally with their public counterparts.

In Philadelphia, for example, more than 200 new libraries have been developed in the diocesan schools. Our vocational schools in the State from Coatesville to Forbes Trail are now providing services never before possible in wide-ranging subject areas.

What will happen if ESEA title II is discontinued as proposed in President Nixon's fiscal year 1974 budget? The evaluative report prepared by HEW and released in 1972 will be the measure of a program cut off as it reached its effective level. There are recommendations that we would particularly like to call to your attention: and we would like them to be made a part of the record at the conclusion of my testimony. Three libraries now planned for a district for 1973-74 will not develop. In another, the career guidance materials will not arrive. A third district will not purchase the books and tapes it needs for two new science courses because the increase in the cost of the materials reduces the number of items they can obtain.

New encyclopedias will not be available to replace those already 5 years old so that current information on many subjects will be unavailable in many places.

Pennsylvania, like its sister States, has thousands of students still without centralized library service. Plans for providing libraries are in the development stage, but these will not be completed. School libraries require a continual updating and renewal of all materials as old ones are worn out or outdated. Libraries cannot be stocked once and then ignored if they are to serve as more than mausoleums.

Pennsylvania has used part of its ESEA title II allocation to develop examination centers where teachers and librarians can examine and evaluate materials prior to purchase. Thousands of educators from this and other States have used these services to make their education dollars stretch. Title II funds are essential to the maintenance of this noncommercial service.

Because school libraries, by their very nature, strengthen and support all areas of education, their funds must be assured, by category and amount. ESEA II has provided this assurance.

The implementation of title II has been simple and unentangled. School after school has indicated that it is the easiest, most trouble-free Federal program.

The preliminary report of USEO's Division of State Agency Cooperation, in speaking of administrative funds, says, "The history of the title II program is one of limited use of Federal funds for administration of the program, with efforts to utilize funds as much as possible for the acquisition of materials for use by children and teachers in instructional programs."

I urge this committee to approve H.R. 69, including its title II provisions.

Libraries cannot be stocked once and then ignored if they are to serve, because by their very nature they support all of education. School library funds must be assured by category and amount.

ESEA title II has always provided this assurance. School after school has provided that title II is the easiest, the most trouble free of all programs.

Speaking of administrative funds, the history of the title II program's use of limited funds, it indicates that an average of 3.8 percent of the money has been used for administration, an admirable record.

Teachers have been able to teach as they knew they could because the materials were available. Students have discovered the personal satisfaction that comes through real learning.

I would like to show you for a few minutes some slides of the special programs developed in Pennsylvania and now being duplicated across the Nation, what has been done entirely with ESEA Title II funds.

This program has been developed in Pennsylvania, symbolized by its founder, William Penn, and the program has been to develop the idea of independent learning. Because in Pennsylvania we have schools that are as old as that and as new as this. Side by side, our program had to meet all kinds of needs from our antiquated little one-room schools to our modern schools.

We know that our teachers need all kinds of materials, and these have been supplied by title II, but we preferred to know that these materials were developed in a quality way.

So based on recommendations from several sources, from Dr. Francis Henny, Dr. Mary Gaver, from our National Standards for School Library as well as our State's standards, Pennsylvania developed a program for six regional examination centers where materials could be provided to be examined to be evaluated before the schools purchased them.

ESEA title II in 1965 made this possible. Three of them have been established and have been in operation. The fourth one will open this summer.

They are located strategically in parts of the State by population, one in Pittsburgh housing about 40,000 pieces of material, one in Harrisburg with an equivalent amount of material, and one in suburban Philadelphia in its own building where the center houses about 40,000 to 50,000 pieces of material all provided with ESEA title II.

These materials are put there because they have been purchased according to criteria for quality and usefulness in the school. They begin with encyclopedias, and about 20,000 books K through 12, special kinds of materials that can be used to teach youngsters on special projects.

Film strips, tapes, and the accompanying hardware and ways of storing this material in the schools. Special kits of materials from a variety of companies all having been purchased, not having to be received because some company cared to be kind.

Furniture and equipment is there so that schools can see a variety. The centers don't look very pretty, they don't match, but they show a variety of materials. All kinds of equipment, cameras, projectors of various types so that people can learn how to use them and select the materials to fit with what they want.

Parts of the equipment are set up all through the examination centers to make it easy for teachers, librarians, curriculum consultants, whoever wants to look at the material.

Individual spots where people can sit down and work and technicians available to guide you and help you in your selections. All of this material is listed in a catalog by subject so the people can find what they need readily.

In addition, we use commercial organizations such as Books on Exhibit to keep the collection updated. We add globes, charts, and maps to handle this kind of the work and naturally, that fancy word that librarians use, "realia" the objects that can be used to teach children in a variety of ways.

Each of our centers handles special material. In Pittsburgh, Pa., for example, and in the Philadelphia examination centers, there are hundreds of pieces of materials that can be used to improve the reading programs. Furniture, toys. Yes, indeed, toys can be used to improve learning.

The most popular section in all of the examination centers are the hundreds and hundreds of catalogs from various companies where exact ordering information is available. Brochures of all kinds and updating of information is available to educators at no costs whatsoever.

Our purpose is to help youngsters like this find the materials in their own local schools so that they can be wired in and turned on for learning at their own level.

We have a variety of materials on every subject so that a person can look at what is available and select what will meet the special needs of the particular students in his own class.

Now, in addition to the materials, we conduct a wide variety of workshops. The materials alone are not enough, people have to know how to use them well so specialists from a variety of areas conduct workshops for teachers, librarians, anyone working in the field of education, to come and learn to try to examine the materials in a thoughtful way without process and pressure from commercial enterprises.

It is a chance for our library supervisors to work and talk together as they develop the needs of their programs.

A third facet of our work is the development of facilities to house our materials at these local levels and for that our staff works on the blueprints of every school in Pennsylvania when it is in production.

We don't care what you call them, as long as you know that they exist. Visitors have come from all over the country and all over the world, and this particular day we had visitors from Connecticut and California learning how to set up centers for their own particular State.

The growth in the State in our school library program has been fantastic, and this has been directly responsible to the support it has received from ESEA title II.

In order to make learning as pleasurable as it could be, we have special events and in the first row of the people in the center are four of our outstanding authors from Margaret D'Angelo to Lloyd Alexander participating in some of the activities. Now we know that people can use library materials most anyplace, but we hope with our examination centers to help create a real burning interest in selecting materials wisely, and we extend to all the people, not only in Pennsylvania, but anyone who can get there the services of these centers all provided through ESEA title II.

Gentlemen, I urge you to continue the ESEA title II program, one that has been successful, but one that has not yet done what it can to improve the education of all of our citizens.

Adequate categorical funding is essential. Without these moneys our total education program will be maimed with the result that our children will be improperly trained.

I urge this committee to approve H.R. 69. I thank you for the opportunity to appear before you in support of this legislation.

Mr. HAWKINS. Thank you, Mrs. Hoffman. The slides were very, very interesting.

[The document referred to follows:]

THE ESEA TITLE II EVALUATIVE SURVEY—A PRELIMINARY REPORT—NOVEMBER 1970

(U.S. Department of Health, Education, and Welfare, Office of Education, Bureau of Elementary and Secondary Education, Division of State Agency Cooperation)

INTRODUCTION

This survey of title II of the Elementary and Secondary Education Act (ESEA), covering fiscal years 1966–68, was conducted in response to the mandate of the Senate Committee on Labor and Public Welfare [1] that the Commissioner of Education conduct an in-depth review of all State plan programs and answer the following questions:

1. What is the intent of Congress?
2. Is that intent being carried out?
3. Is the program effective in attaining the goals sought by Congress?
4. Has the maximum statutory authority been exercised in attaining the goals sought?
5. Is a revision of the law necessary?

To answer the questions posed by the Senate Report, a 3-part program of evaluation was initiated in 1967:

1. An evaluative title II survey, national in scope, of which this is a preliminary report
2. Case studies of schools with title II special-purpose grants, published in 1969 [2]
3. Case studies of new elementary school libraries developed with title II and other Federal funds, in inner city schools, also published in 1969 [3]

This report describes the degree to which the ESEA title II program attained the goals set by Congress, 1966–68, and some of the objectives delineated by the educational community. Data in the report show that maximum authority was exercised both in State administration and expenditure of funds to provide school library resources, textbooks, and other instructional materials for the use of public and private elementary and secondary school children and teachers. There are some indications that broadening the legislation to include other provisions, such as media personnel, and tightening the implementation of such statutory requirements as relative need, would make the program more effective in attaining the goals of Congress.

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[1] 90th Congress, 1st Session. Senate Report No. 726. Calendar No. 710. *Elementary and Secondary Education Act Amendments of 1967. Report together with Supplemental and Individual Views.* November, 1967.

[2] *Emphasis on Excellence in School Media Programs. Descriptive Case Studies on Special-Purpose Grant Programs. Title II, Elementary and Secondary Education Act of 1965.* Washington, D.C., U.S. Department of Health, Education, and Welfare, Office of Education, May, 1969.

[3] *Descriptive Case Studies of Nine Elementary School Media Centers in Three Inner Cities. Title II, Elementary and Secondary Education Act of 1965.* Washington, D.C., U.S. Department of Health, Education, and Welfare, Office of Education, 1969.

The instrument for the evaluative survey was developed in the U.S. Office of Education, with the cooperation and assistance of ESEA title II coordinators, State school media specialists, representatives of concerned professional organizations, and representatives from institutions of higher education. A series of conferences were held in 1967 and 1968 by Office of Education staff with representatives of State departments of education and selected local education agencies to achieve consensus on the instruments, to explain the survey design, and to enlist cooperation in the conduct of the survey.

The survey was conducted in 1968. Data were collected through the use of five forms sent to a sample of school districts in the United States: school district questionnaire, including a public school supplement and a private school supplement; school principal questionnaire; and school media personnel questionnaire. The sample included 482 school districts with enrollments of 300 or more pupils which had participated in the ESEA title II program during one or more fiscal years—1966, 1967, and 1968.

LEGISLATIVE HISTORY OF TITLE II

Signed into law in April 1965, and funded by Congress the following September, title II of the Elementary and Secondary Education Act became the first program providing direct Federal assistance for the acquisition of school library resources, textbooks, and other instructional materials. The passage of ESEA title II set the stage for improving the quality of instruction in elementary and secondary schools through increased quantities of instructional materials of high quality. Fifty States, the District of Columbia, Guam, Puerto Rico, the Trust Territory of the Pacific Islands, and the Virgin Islands participated in the first year's program under approved plans. A plan was approved in fiscal year 1967 for the administration of the title II program for children and teachers in the elementary and secondary schools that the Department of the Interior conducts for Indian children. The only eligible applicants not participating in ESEA title II were American Samoa and the Department of Defense for children and teachers in the overseas dependent schools. American Samoa participated in the program for the first time in fiscal year 1970.

The title II program consists of two components—acquisition of materials and administration. The acquisition program includes the purchase, lease-purchase, or straight lease of school library resources, textbooks, and other instructional materials, and the necessary costs of ordering, processing, and cataloguing materials, and delivery of them to the initial place at which they are made available for use. Administration includes those executive, supervisory, and management responsibilities vested in the State department of education and necessary to carry out the State plan. Five percent of the total amount made available to the State under title II or $50,000 whichever is greater, is allowed for administration of the State plan.

Table 1 provides the data on funds available under the ESEA title II program—the amount spent for State administration, expenditures for acquisitions under approved local education agency projects, and total expenditures, 1966–1969. Of $351.2 million appropriated, the total of reported expenditures is $344.4 million, or 98.1 percent of the amount made available. The history of the title II program is one of limited use of Federal funds for administration of the program, with efforts to utilize funds as much as possible for the acquisition of materials for use by children and teachers in instructional programs.

SCOPE OF THE SURVEY

Almost all data of this survey were derived from local school districts and are the first data on title II obtained by the U.S. Office of Education from this source to be made available. The analysis of the data collected is divided into 10 areas in the report:

1. Program participation
2. Relative need
3. Expenditures for instructional materials
4. Standards for instructional materials and the title II program

TABLE 1.—FUNDS AVAILABLE AND FUNDS EXPENDED FOR ACQUISITIONS AND STATE ADMINISTRATION UNDER ESEA TITLE II PROGRAMS, FISCAL YEARS 1966-69

Fiscal year	Allotment	Expenditures: Administration, Amount	Expenditures: Administration, Percent	Expenditures: Acquisitions, Amount	Expenditures: Acquisitions, Percent	Expenditures: Total, Amount	Expenditures: Total, Percent
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1966	$100,000,000	$1,984,158	2.0	$95,298,079	98.0	$97,282,237	97.3
1967	102,000,000	3,812,688	3.2	95,745,032	96.2	99,557,720	97.6
1968	99,234,000	4,428,073	4.5	94,024,821	95.5	98,452,894	99.2
1969	50,000,000	3,035,422	6.2	46,153,184	93.8	49,188,606	98.4
Total	351,234,000	13,260,341	3.8	331,221,116	96.2	344,481,457	98.1

5. selection of materials purchased with title II funds.
6. changes in instructional materials influenced by title II and priority needs for types of instructional materials.
7. effect of title II on the organization of materials
8. effect of title II on pupil and teacher use of instructional materials
9. accessibility of materials to public and private school pupils and teachers
10. changes in school district and school media services and personnel

These 10 areas are interpreted in detail in the full evaluative report which will be issued early in 1971. This preliminary report presents a number of the most significant findings and conclusions.

FINDINGS

1. The number and proportion of public elementary and secondary school pupils participating in ESEA title II rose slightly in each of the first three fiscal years of the program until almost 95 percent (39.9 million) of the eligible public school pupils were participating in 1967–68.

2. The total number of private school pupils declined slightly each year; however, the percent of eligible pupils who participated remained fairly stable, with 94.1 percent or 5.5 million pupils participating in 1967–68.

Only in the first year of the title II program were significant numbers of schools excluded from participation by State plan provisions or on the basis of relative need. Relatively few public schools failed to qualify for eligibility because they were unable to meet State plan requirements or on the basis of relative need. Some schools failed to participating because of lack of compliance with title VI of the Civil Rights Act of 1964. Reasons supplied for failure of both public and private schools to submit applications were lack of personnel to complete the required paperwork, the amount of materials allocated too small to warrant the effort involved in applying, and a disinclination to accept Federal aid.

3. Per-pupil basis was used by local school districts almost generally as one relative need factor for the distribution to children and teachers in individual schools of materials acquired under title II; however, by 1967–68, school districts were shifting more widely to other criterion such as "curriculum needs", "need for basic collections for new media centers", and "special needs of pupils." The use of "per-pupil basis" as one factor could be justified in some instances on the grounds that all children in the school district had unmet needs for materials. This factor and economic considerations were fairly widely used in 1965–66 because many school districts lacked the data base and experience required to develop measures which reflected relative need more precisely.

4. The pattern of expenditures under the ESEA title II program was for most districts in the middle range, generally from $1.01 to $3.00 per pupil, 1965–68, regardless of school district enrollment size, educational level, or socio-economic or ethnic composition of the school. More than 75 percent of the school districts expended $1.01 to $3.00 in ESEA title II funds per public school pupil. Of 4,038 districts expending funds to provide materials to private school pupils under title II, 3,173 districts were expending $1.01 to $3.00 per pupil.

5. The survey provides evidence that the ESEA title II program stimulated State and local support for school library resources and other instructional materials, but there is not a comparable increase in this source of support for textbooks. The proportion of school districts spending $6 to $12 per pupil for school library resources and other instructional materials rose from 16.9 percent in 1964–65 to 26.5 percent in 1967–68. At the same time the proportion of school districts spending $12 or more per pupil for these materials rose almost 7 percent in the 3-year period.

The 1969 standard of the American Association of School Librarians and the Department of Audiovisual Instruction (NEA) for the percent of current school district expenditure from all sources that should be allotted to instructional materials is at least 6 percent of the national average for per pupil operational costs; or about $40 for 1968–69.[4]

Of 10,822 school districts, over 75 percent spent less than 2.6 percent of total current school district expenditures for school library resources and other instructional materials in both 1964–65 and 1967–68.

6. State and local financial resources provided the greatest quantity of funds for instructional materials in the school districts surveyed; however, when funds from all sources—State, local, and Federal—for instructional materials are aggregated, only 15 percent of the school districts met or exceeded the 1960 standards for per-pupil expenditure for instructional materials ($4 to $6) in 1968.

The estimates made by school districts of additional per-pupil expenditures needed to provide adequate quantities of instructional materials are therefore conservative. Sixty-five percent of school districts indicated additional needs ranging up to $7 per pupil for school library resources, with the remaining districts noting needs from $7.01 to over $30 per pupil. Nearly 61 percent of school districts reported need for textbook expenditures ranging up to $3 per pupil. Fewer than 7 percent of school districts reported need for textbook expenditures above $11 per pupil.

7. The high proportion of school districts with fewer than 11 items per pupil of instructional materials (books, audiovisual, and other printed and published instructional materials) in 1965 and the relatively small number of items provided under title II indicate that a generally acute need for materials continues to exist in nearly all school districts.

From 2 to 5 trade books per pupil, and from 2 to 5 audiovisual items per pupil, and up to 5 periodical or newspaper subscriptions were provided in most school districts under title II, as totals for the 3-year period—1965–68.

Over 50 percent of elementary schools and between 45 and 67 percent of secondary schools fail to meet their State standards for school library resources in one or more areas. For American Library Association standards, the proportion of schools not meeting these standads varied from 45.8 percent not meeting the standard for annual per-pupil expenditure to almost 97 percent not meeting the standard for number of periodicals.

8. Policies that shaped the selection of materials purchased under title II varied; however, more than 64 percent of the schools surveyed reported use of standard selection tools and/or reviewing media for selecting materials. Over one-half of the schools reported that they were able to review school library resources before ordering. Very few schools selected these materials only from approved State or district lists.

School media personnel and classroom teachers are far more active in the selection of school library resources purchased under title II for use in individual schools than in the selection of textbooks and other instructional materials or selection of materials in any category for the schools of the district as a whole. Forty-six percent of all schools reported that teachers systematically preview or examine school library resources before purchase. Only about 4 percent of the schools reported that teachers systematically preview or examine textbooks in order to evaluate them before purchase.

9. Appraisals of media by school media specialists indicate improvement in instructional materials since 1964–65 in relevance to the curriculum and pupil needs, up-to-dateness, and quality of content and format; however, in many schools, teaching and learning is still handicapped by lack of enough materials, lack of materials of sufficient variety, and lack of equipment for using audiovisual materials.

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[4] American Association of School Librarians and the Department of Audiovisual Instruction of the National Education Association. *Standards for School Media Programs.* Chicago and Washington, American Library Association and National Education Association, 1969, p. 35.

Various types of instructional materials which were not available to many elementary and secondary school children prior to 1965 were made available for the first time under the title II program. These included newer types of audiovisual materials such as transparencies and 8mm film as well as more traditional types of printed and audiovisual materials such as maps and globes.

Motion picture, filmstrip, and overhead projectors appear to be in somewhat more adequate supply than equipment of other types but at least one-third of both elementary and secondary schools indicated that these types of equipment are not sufficiently available for adequate use of materials.

Between 59 and 74.3 percent of elementary and secondary schools reported improvement in the quality of print and audiovisual materials, 1965–68. A somewhat greater incidence of improvement occurred for audiovisual than for print materials in schools in most enrollment categories. The proportion of schools reporting improvement in quality of materials during the 3-year period did not vary according to socio-economic or ethnic composition of school enrollment.

"High-interest, low-vocabulary materials" were indicated at first priority need by the largest number of elementary schools; the greatest number of secondary schools indicated "library books for basic collection" as first priority need; however, "high-interest, low-vocabulary materials" also ranked high for secondary schools. The high ranking of need for "high-interest, low-vocabulary materials" in both elementary and secondary schools indicates that the improvement of reading is a major problem in elementary and secondary schools and underlines the essentiality of the "Right to Read Effort."

10. The title II program appears to have had substantial impact on establishing and improving elementary and secondary school media centers, the addition of audiovisual materials to media centers for the first time, and improving existing collections of audiovisual materials. In the 3-year period from 1964–65 to 1967–68, the proportion of schools with media centers increased from 52 to 85 percent, the increase largely accounted for by the establishment of elementary school media centers. The program appears to have had relatively little effect on the addition or improvement of recently developed technological equipment, such as computer consoles, television, 8mm projectors, and dial access systems.

Of 30,617 schools adding audiovisual materials to school media centers for the first time—1965–68, and 51,639 schools improving existing collections of audiovisual materials, 21,761 schools indicated that the title II program had substantially influenced the change. It should be noted that some elementary and secondary schools were apparently still without audiovisual materials in centralized school media centers in 1968.

More than 74 percent of all schools reported improvement or establishment of classroom collections, crediting the title II program with this change, particularly in elementary schools. Most of the classroom collections that existed in 1964–65 were uncatalogued and only a few have been catalogued since that time. These facts indicated that these classroom collections do not fall within the organizational framework of the media center but are the responsibility of teachers or subject departments.

11. Title II had a significant impact between 1965 and 1968 on increased use of the school media center by pupils, especially in relation to the preparation of class assignments, and reading for pleasure. A total of 59,243 elementary and secondary schools reported increased use between 1965 and 1968 of the school media center by pupils for class assignments. Of this number, 33.5 percent attributed this increase to a substantial extent to the title II program, with another 40 percent reporting that title II had influenced this increased use to a moderate extent.

The number of schools reporting an increase in the use of the media center for pupils with reading difficulties between 1965 and 1968 was 57,876. Of these, 28.4 percent said that this increase was attributable to a substantial extent to title II; moderate title II influence was reported by 41.6 percent. It should be noted that title II apparently placed reading materials for poor readers in over 40,000 schools.

Title II influence on increasing the use of media centers for materials for gifted pupils was rated as substantial by 29.5 percent of the schools. More schools reported the title II influence on increased use of media centers by gifted pupils as moderate rather than substantial, however, only a few schools reported that title II had no influence on this type of use.

It is in relation to reading for pleasure that the highest percent of schools gave credit to title II for substantial influence. The materials selected in the title II program were apparently liked by pupils and since improvement in reading proficiency is associated with liking to read, the title II program must have assisted pupils to become better readers.

The impact of the extent to which title II can be credited with an increase in home use of audiovisual materials is somewhat less than for increases in use of the media center for class assignments, for materials for pupils with reading difficulties, for gifted pupils, and for reading for pleasure. This fact may reflect to some degree the greater amounts of title II funds for printed materials as compared with audiovisual materials.

12. Between 1965 and 1968, teacher practices in relation to insrtuctional materials such as evaluation of materials before purchase, giving assistance to media specialists in selection of materials, and requesting assistance from media personnel in locating materials increased to a substantial degree, and title II was reported as having marked influence on this change. The practices of teachers requesting participation of media staff in team teaching or other instructional activities increased in fewer school than any other teacher practice surveyed. Evidence in the study showed that in most schools, only average amounts of materials were made available with title II funds, because of the necessity to supply materials for so many pupils. These amounts were insufficient in many schools to influence teachers to change their instructional methods.

13. The title II program has contributed to the increased accessibility of instructional materials for the use of public and private school pupils and instructional personnel. Instructional materials acquired in the title II program are made available through school media centers, school classrooms, school district or multi-district centers, intermediate education agencies, and mobile school library units; the most common location from which title II materials are loaned is the school media center.

The increased number of materials made available by the title II program has caused relaxation of rules concerned with the circulation of materials. It is now not unusual for pupils to borrow films, recordings, tapes, art reproductions, other pictorial materials, and maps, as well as books, for home use. The schools surveyed still tend, however, to be more restrictive in loan of audiovisual materials.

Eighty-nine percent of the school districts surveyed maintained catalogs and lists of materials acquired with title II funds so that pupils and teachers in both public and private schools could have reasonable access to them. The lists, generally of school library resources, are often selective and include materials in certain subject areas or for special needs of children and teachers.

14. The ttile II program has stimulated the employment of school media personnel in school district central offices and contributed to the establishment of coordinated school district media support, such as consultant services, centralized ordering, processing services, and maintenance of a school district media center. The total of school district central offices reporting employment of media personnel increased by 45 percent between 1964–65 and 1967–68. Twenty-seven percent of the districts employing media personnel in 1967–68 reported that their employment was primarily a result of title II. The title II program appeared to have more influence on the employment of media supervisors, media aides, and technicians in central offices of small school districts than of large districts.

Over 99 percent of the school districts indicated an additional need of up to four professional media specialists to provide adequately for the administration of title II. More than 98 percent indicated need for up to four media aides and technicians to administer title II.

Title II stimulated the initiation or expansion of school district media services such as centralized ordering and preprocessing and cataloguing. Consultant services, circulation of instructional materials among schools, and maintenance of a district media center were improved to some degree but were less likely to be initiated or expanded than centralized ordering and processing.

15. *The title II program has had substantial impact on the employment of media personnel in elementary and secondary schools, but the number of schools still unserved, especially elementary schools and all schools in smaller school district, is very high.* The number of elementary schools served by one or more media specialists rose from 7,481 in 1964–65 to 20,847 in 1967–68, an increase of 64 percent.

The title II program was a strong influence on the employment of media aides and technicians and had some influence on the appointment of certified teachers without training in library science or audio-visual education who serve as media specialists.

Data collected on the time media specialists spend on various activities—1967–68, indicate that their time is largely fragmented. The data reflect the fact that many elementary and secondary schools lack sufficient personnel to work on curriculum development, consult with teachers, or provide classroom instruction on media.

AN EVALUATIVE SURVEY REPORT ON ESEA TITLE II: FISCAL YEARS 1966–68

PART I—ANALYSIS AND INTERPRETATION

RECOMMENDATIONS

To improve the education of public and private elementary and secondary school pupils, it is recommended that the ESEA title II program be continued, because:

1. Some but not all eligible pupils and teachers have been provided with sufficient additional instructional materials of high quality.
2. State and local support for school library resources and other instructional materials was stimulated by title II and evidence indicates that continued stimulus is needed.
3. The proportion of public schools, particularly elementary schools, with media centers increased significantly, and continuation of the program would effect further gains in the development of media centers.
4. Improvement since 1964–65 in relevance of materials to the curriculum and pupil needs, up-to-dateness, and quality of content and format argue strongly for continuation.
5. Adequate amounts of audiovisual materials are needed in all schools, although for the first time, some schools have added these materials.
6. Increased pupil use of instructional materials in school media centers, especially in relation to the preparation of class assignments and reading for pleasure, points to the necessity for more of this kind of motivation.
7. Increased teacher participation in selection of instructional materials and use of materials where they are available in sufficient quantities makes obvious the need for more acquisitions to bring materials in all schools up to levels essential for teacher use.
8. The title II program stimulates the employment of professional, paraprofessional, and clerical media personnel.

To increase the impact of title II, it is recommended that:

1. The Federal supplement to State and local funds through title II be increased to the level of authorization. Title II has contributed about 8 percent of the annual cost of instructional materials and this should be increased to at least 16 percent, and, if possible, to 25 percent. If the Federal share were 25 percent the amount would be about $700 million to meet national standards for annual expenditures for materials in elementary and secondary schools. In the event of grant consolidation, safeguards should be provided for assuring a fair share of the funds for instructional materials, because the unmet and continuing needs for such materials are so great and their role in supporting instruction is so vital.
2. Increased funding be provided for State and local administration of the program to obtain the additional personnel needed to administer it. Additional personnel in State departments of education are also needed to carry out title II's commitment to the Right-To-Read effort.

3. The U.S. Office of Education provide technical assistance to State departments of education in the revision of relative need formulas and develop models for possible State use or adaptation. In turn, State departments of education should provide school district personnel who administer the title II program with the specific direction and leadership needed for applying relative need formulas.

4. The U.S. Office of Education increase its assistance to States in planning, evaluation, and dissemination activities required for good program management.

5. Special emphasis be placed on the use of title II funds to supply high-interest, low-vocabulary materials as part of the Right-To-Read effort.

It is further recommended that:

The title II program be reevaluated at the end of fiscal year 1973.

Mr. HAWKINS. The next witness is Mr. Bernard Franckowiak. Glad to have you Mr. Franckowiak.

Mr. FRANCKOWIAK. My name is Bernard Franckowiak. I am the school library supervisor for the State of Wisconsin. I am responsible for the development of school library media programs in the public and private schools of the State. I am now president-elect of the American Association of School Librarians.

I would like to speak in support of legislation to extend for 5 years the Elementary and Secondary Education Act, H.R. 69, especially title II. I also speak in support of the National Defense Education Act, title III, which provides the equipment essential to the effective use of the materials provided by ESEA title II.

ESEA title II has played an extremely important part in providing instructional materials to teachers and students. The allocation formula based on need has insured the use of this money with students who have had the poorest collections of resources available to them.

The most important responsibility of governmental bodies, next to providing qualified teachers in the classroom, is to make certain that students and teachers have access to high quality resources with which to create learning experiences.

Great progress has been made since 1966 in collections of materials. In many States, sizable collections of print materials now exist and the bulk of title II money is being used to purchase audiovisual materials. The current stress on individualizing instruction and consideration for each student's special learning needs has placed great pressure on school library media centers to supply the variety of quality materials required to support such programs.

ESEA title II has provided a genuine stimulus to the development of centralized library media programs at all levels across the country. While most secondary schools and junior high schools now have centralized library facilities and at least some measures of professional staff, the elementary schools do not.

In Wisconsin, a fall 1970 survey showed that approximately 38 percent of the public elementary schools were operating without centralized library service. A new ESEA title II survey being returned at the present time indicates, with about two-thirds of the returns in, that 127 new library media centers have been established in the public schools between 1970 and 1972, and over 50 new or remodeled library media centers have been established in private schools.

These are in addition to the 547 new centralized libraries which were established between 1966 and 1970, as indicated by previous ESEA title II surveys. Even with this significant improvement in the school library situation, current figures indicate that over 178,000 young people attending public schools in the State of Wisconsin are still in school buildings which do not have centralized library service.

The survey reports also indicate that collections of materials tend to be of lower quality and less variety in those schools that do not have centralized library programs available. ESEA title II is a good program that works. It has provided material to students in their schools where it is visible and readily accessible and it has enriched all instructional programs.

The overwhelming response of administrators when asked their opinion of ESEA title II is that it is one of the best Federal programs and has made a visible difference in the learning experiences of the young people. It has helped them to improve considerably the quality of the materials available to the students and teachers, and to improve evaluation and selection of materials purchased.

ESEA title II is one of the very few Federal programs that provides direct visible support to the entire private school sector of our educational system. With their enrollments dropping, private schools have been hard pressed to maintain and develop programs to provide educational opportunities for their young people.

In Wisconsin, where over 20 percent of the young people are in private schools, ESEA title II has provided them directly the learning resources they need. Title II has visibly benefited nearly every child in the country and has benefited most those who need it most.

The effect of title II has been to provide young people with more materials, more carefully selected, better organized and accessible for their use as part of their learning program. One does not have to travel very long from school district to school district to learn that a tremendous diversity of educational opportunity exists in every State of our country.

As America looks seriously at what it is doing to provide young people equal educational opportunities, certainly the provision of high quality learning resources, an essential part of education today, cannot be overlooked.

In this great wealthy country of ours, no child should be allowed to attend, and no teacher should be allowed to teach in a school that does not have a variety of stimulating, interesting, exciting, up-to-date learning resources to expand the horizon and stretch the mind of every child.

It is clear that the trend to centralize the library media program was greatly accelerated during the 1966–70 period. However, many students in the United States still do not have centralized library programs and services in their schools. Many others attend schools where the programs and services are substandard.

Much still remains unfinished. Print materials must be upgraded and a great expansion is necessary in the area of audiovisual materials. Survey figures from Wisconsin indicate that from 1965–70, local expenditures of taxpayers' money increased 64 percent for the purchase of instructional materials.

The greatest increase was in the local expenditures for audiovisual materials. However, unhappily, during this same period, inflation took a tremendous bite of this increase. For example, between 1967–70 alone, the cost of hardcovered books increased 38.3 percent while the cost of periodicals jumped 29.8 percent.

So, while local school districts were fighting valiantly to raise property taxes to purchase additional instructional materials, the continued advance of inflation caused them to barely stay even with their increased demands.

Inflation and the press for control of school expenditures have made it difficult, if not impossible, to keep up with the increased demand for materials generated by programs of individualized instruction. I would like to quote from part of a summary of a 1970 fall survey of ESEA title II, of the school library situation in Wisconsin, and cited on page 12 of the annual report of Federal assistance programs, fiscal year 1972, ESEA title II, State of Wisconsin:

I would ask if we could have pages 6 through 12 of that report included in the record?

The CHAIRMAN. Yes.

[The document referred to follows:]

EXCERPT FROM ANNUAL REPORT OF FEDERAL ASSISTANCE PROGRAM, FISCAL YEAR 1972

ELEMENTARY AND SECONDARY EDUCATION ACT, TITLE II, STATE OF WISCONSIN

B. EVALUATION

1. The results of the evaluative procedures used to measure the implementation and outcomes of the objectives formulated for the Title II program are as follows:

Since the beginning of the Elementary and Secondary Education Act (ESEA) Title II program in 1965, the Wisconsin Department of Public Instruction has three times requested schools in Wisconsin to evaluate the instructional material resources available in their schools. The first two "status studies" were concerned chiefly with examining the conditions as they existed in the 1965–66 and 1967–68 school years. (A report of the 1965–66 study appeared in the September-October, 1967 issue of the *Wisconsin Library Bulletin*. The 1967–68 study report appeared in the November-December, 1969 issue.) The purpose of this report was to present the information gathered from the 1969–70 school year survey and also to review all data collected over the 1965–70 period in order to identify the trends which were most prevalent during these years.

Because demands for the use of instructional resource materials are often numerous and differ considerably in nature, it is essential that schools have centralized libraries in order to cope effectively, and respond efficiently to all requests. Therefore, it is not surprising to find that in the 1965–70 years one of the most noticeable trends was the move away from the limited resources available in classroom collections and toward centralized facilities with professional personnel directing library operations.

PERCENTAGE OF SCHOOLS WITH CENTRALIZED FACILITIES

	Senior high schools	Junior high schools	Elementary schools
School year:			
1965–66	100	92	31
1967–68	100	95	44
1969–70	100	96	50

As can be seen from the above table, junior and senior high schools have a relatively high percentage of schools with centralized facilities. However, only one-half of the elementary schools have such facilities available for their students. This is probably due to the fact that a large number of elementary schools have very small enrollments. A somewhat clearer picture emerges when one considers the number of students being served by centralized libraries.

PERCENTAGE OF STUDENTS IN SCHOOLS WITH CENTRALIZED FACILITIES

	Senior high schools	Junior high schools	Elementary schools
School year:			
1965-66	100	97	49
1967-68	100	98	65
1969-70	100	99	68

Again, it is apparent that junior and senior high schools have committed themselves almost completely to the development of centralized facilities, but evidently elementary school efforts in this area are slowing. From 1965–66 to 1967–68 an additional 13% of the elementary schools, established centralized libraries, bringing these facilities to another 16% of the state's elementary students. But from 1967–68 to 1969–70 only an additional 6% of the elementary schools installed these facilities and added only 3% to the total percentage of elementary students in schools with centralized faiciities.

Unfortunately, there are still far too many elementary and junior high schools which do not have such facilities. In terms of the actual number of elementary children not having centralized libraries available to them, 172,000 students would be a good estimation.

Since the funds provided by the ESEA Title II program for instructional materials were intended to supplement and not to supplant monies supplied by local school districts, it is informative to examine local school district expenditures over the 1965–70 school years to see if this, in fact, has been the case.

PERCENT INCREASE IN LOCAL EXPENDITURES FOR INSTRUCTIONAL MATERIALS

	1967-68 over 1965-66	1969-70 over 1967-68
School library books	20	13
School library periodicals	28	21
Audiovisual materials	70	71
Other library expenses	19	27
Total expenditures	29	27

Clearly, local school districts are increasing their efforts in terms of financial involvement. From 1965–66 to 1969–70 local expenditures for instructional materials increased 64%. Examination of specific categories reveals that expenditures for audiovisual materials have shown the greatest growth rate. Audiovisual material expenditures showed 70% increase in 1967–68 over 1965–66 and a 71% increase in 1969–70 over 1967–68. The remaining categories also showed substantial increases.

LOCAL EXPENDITURES FOR INSTRUCTIONAL MATERIALS

	1965-66	1967-68	1969-70
School library books	3,066 603.05	3,682,121.96	4,166,348.40
School library periodicals	435,438.37	539,906.32	676,952.22
Audiovisual materials	739,947.62	1,259,644.54	2,151,482.20
Other library expenses	285,091.35	341,658.21	434,512.12
Total	4,527,080.39	5,843,331.03	7,429,294.94

Although local school districts have increased their funding to school libraries, a great many schools are still far from meeting the minimum standards set down by the State of Wisconsin and, indeed, in many cases are falling farther behind as the minimum standards are revised upward.

Inflation has undoubtedly been the greatest usurper of the library dollar. From 1967 to 1970 alone the cost of hardcover books increased 38.3% while the cost of periodicals jumped upward 29.8% (Price Indexes for 1972, U.S. Periodical and Serial Services). Minimum standard recommendations take into account inflationary trends and, therefore, it should not be surprising that even though schools are spending greater amounts for instructional materials than ever before, inflation and increased enrollment are hindering more and more school libraries in meeting minimum expenditure standards.

SCHOOLS WITH CENTRALIZED FACILITIES HAVING PER STUDENT EXPENDITURES FOR BOOKS AT OR ABOVE THE MINIMUM LEVEL

[In percent]

	Senior high schools	Junior high schools	Elementary schools
1965–66	67	54	44
1967–68	58	36	36
1969–70	25	17	12

As can be seen from the above chart, the vast majority of schools in Wisconsin have per student expenditures for books below the minimum standard. In fact, the number of schools meeting state standard minimums dropped steadily over the 1965–70 school years. Elementary schools lag the farthest behind in meeting this requirement. The above chart refers only to those schools that have centralized libraries. If one considers that only 50% of all elementary schools in 1969–70 were centralized, then the percentage of elementary schools having per student expenditures for books at or above the minimum for 1969–70 drops to somewhere between 6% and 12%.

Just how far schools are from meeting minimum level standards can be approximated by examining the average per student expenditures for library expenses.

PER PUPIL LIBRARY EXPENDITURES

	1965–66	1967–68	1969–70
School library books	3.57	4.00	4.25
School library periodicals	.50	.60	.69
Audiovisual materials	.86	1.37	2.20
Other library expenses	.34	.37	.40
Total	5.27	6.34	7.58

Note: See "Standards for School Library/Media Programs 1972–75" for the latest revisions.

The Wisconsin standards for the 1972–75 years set minimum level expenditures at $7.00 per student for library books and $7.00 per student for audiovisual materials. If the growth trends of the 1965–70 school years are any indicators of what will happen in the early 1970's, then it is very doubtful that many of the schools in Wisconsin will achieve even these minimum spending levels without an even more determined effort than existed in the late 60's.

When the per pupil expenditures for library books and audiovisual materials for 1969–70 are broken down by school type it is easy to see that the elementary schools are the farthest from meeting the minimum levels while high schools are coming the closest to meeting them.

PER PUPIL EXPENDITURES FOR LIBRARY BOOKS AND AUDIOVISUAL MATERIALS FOR 1969–70 IN CENTRALIZED FACILITIES

	Senior high schools	Junior high schools	Elementary schools
Audiovisual materials	2.62	1.95	1.27
Library books	4.75	4.22	3.64

Along with books, periodicals are an important part of the printed resource collections in instructional materials centers. The Wisconsin standards for 1972–75 recommend the following minimum numbers of current periodical subscriptions:

	Titles
Elementary schools (grades K–6)	25
Elementary schools (grades K–8)	50
Junior high schools	75
Senior high schools	100

The only difference between these standards and those that were used in the years 1965–70 is that the recommended minimum for senior high schools was 120 titles in the years 1965–70. As was mentioned earlier, local expenditures for school library periodicals rose from $435,438 in 1965–66 to $676,952 in 1969–70, an increase of 55%.

AVERAGE NUMBER OF PERIODICALS PER CENTRALIZED SCHOOL

	1965–66	1969–70
Elementary schools	22	19
Junior high schools	51	49
Senior high schools	74	74

As was mentioned earlier, the inflation in periodical costs over this five-year period has had a very restraining effect on attempts to expand periodical collections. In fact, as can be seen from the above chart, the average number of periodicals per centralized school has decreased for elementary and junior high schools while remaining at the 1965–66 level for senior high schools.

In summary, the trend toward centralized libraries was evident during the 1965–70 years. Also during this period, local expenditures for instructional materials increased by 64% with the greatest percentage of increase occurring in audiovisual materials spending. However, inflation and increased enrollment have all but nullified funding increases with the end result being the failure of more and more schools to meet the minimum expenditure levels recommended by the Wisconsin standards for library/media programs.

If libraries are to fulfill the needs of the students, it is necessary to have a professional school librarian directing the activities of the library facilities. Those schools which centralize their facilities and then do not place a qualified librarian in charge of these facilities have, in large part, failed to achieve fully operative libraries. The use of less qualified personnel, in place of professional librarians, can only result in less effective use of facilities and materials. Over the 1965–70 years the number of librarians employed by schools in Wisconsin showed a substantial yearly increase; however, increased student enrollments far out-paced the increase in the number of librarians. In the 1969–70 school year, as in the 1965–66 school year, the number of librarians in Wisconsin is far below that required for minimal service to all students. Wisconsin standards for 1972–75 recommend a minimum ratio of approximately one librarian for every 500 students. The below charts show Wisconsin's status in 1965–66 and 1969–70.

	Senior high schools	Junior high schools	Elementary schools	Total
1965 STATUS				
Minimum number needed to meet State standards for centralized facilities only	498	211	525	1,234
Present number employed by districts	478	144	242	864
Shortage	20	67	283	370
1969-70 STATUS				
Minimum number needed to meet State standards for centralized facilities only	574	294	740	1,608
Present number employed by districts [1]	507	195	569	1,271
Shortage	76	99	171	337

[1] Some librarians (approximately 110) are employed by libraries that serve more than one school type. These librarians were counted once for every school type in which they serve. Therefore, the total number of librarians is 110 less than this roll total.

It is apparent from the above that Wisconsin is still in great need of certified librarians.

The development of instructional material centers, facilities which house both audiovisual and printed materials, was a continuing trend in the 1969–70 years.

PERCENTAGE OF SCHOOLS WITH CENTRALIZED FACILITIES IN WHICH AUDIOVISUAL AND PRINT RESOURCES ARE HOUSED TOGETHER

School year	Senior high schools	Junior high schools	Elementary schools
1965-66	56	56	61
1967-68	72	68	68
1969-70	76	80	75

A complete and varied book collection is an essential part of any school's instructional media center. Although an adequate book collection is only one of the requirements for an effective modern library, it has always been and will continue to be of major importance. The state standard for measuring the adequacy of the book collection remained the same over the 1965–70 period. This standard specified a minimum book collection of 6,000 volumes or 10 volumes per student enrolled, whichever number was larger.

CENTRALIZED FACILITIES WITH BOOK COLLECTIONS MEETING AT LEAST MINIMUM STANDARDS

[In percent]

School year	Senior high schools	Junior high schools	Elementary schools
1965-66	12	16	20
1967-68	50	43	39
1969-70	37	29	28

The above chart indicates a marked increase in the number of schools meeting the minimum standards in 1967–68 over 1965–66. However, there is quite a noticeable drop in this percentage from 1967–68 to 1969–70. Apparently, book collections in school libraries did not expand to meet new enrollment demands in the years 1968–70.

The school libraries were also asked to evaluate the adequacy of the filmstrip collections, 8 mm file loop collections and microfilm collections. Over the 1965–70 period the percentages of schools rating their collections as adequate or superior remained about the same.

[In percent]

School year	Senior high schools	Junior high schools	Elementary schools
Evaluation of filmstrip collections as adequate or superior:			
1965-66	48	37	47
1967-68	66	53	50
1969-70	49	47	52
Evaluation of 8 mm film loop collections as adequate or superior:			
1965-66			
1967-68	16	9	10
1969-70	16	9	9
Evaluation of microfilm collections as adequate or superior:			
1965-66			
1967-68	27	18	18
1969-70	27	14	14

In conclusion, local expenditures for instructional materials showed a marked increase from 1965 to 1969–70 with expenditures for audiovisual materials showing the greatest gains. A trend toward centralizing library facilities was also evident during these years. Nearly all junior and senior high schools have centralized facilities; however, almost one-third of all elementary students in Wisconsin still do not have such facilities available to them. This report shows that schools have made very noticeable advances in centralizing facilities and in increasing local expenditures for instructional materials.

Inflation has, however, seriously hampered local efforts to improve library facilities. Rising costs, especially for books and periodicals and presumably for audiovisual materials, have meant, in many cases, that increased spending has only enabled schools to stay at levels of adequacy that existed in 1965–66. As can be seen from the above data most Wisconsin schools do not yet have collections of printed and audiovisual materials sufficient to meet the demands placed on them by the instructional programs in modern schools. Increased enrollments and the alarming inflationary rate for instructional resources have prevented many school libraries from meeting recommended minimum state standards. Hopefully, local efforts to better library facilities wil continue to expand and future reports will again show progress in the development of media centers.

Chairman PERKINS. Let me thank all of you for an outstanding statement.

I deeply regret that there is so little money in the budget and nothing in the Elementary and Secondary Education Act for libraries, but let me propound one general question to all three of you.

Have you found that local school districts cut back on their library book programs as soon as they experience financial problems?

Mrs. HANNA. As far as Michigan goes. There is very little they can cut, and that is one of the areas they do, yes.

Chairman PERKINS. And if that is true, does it not indicate that we need a Federal categorical program such as title II in the Elementary and Secondary Education Act to assure that adequate funds be spent on library books?

Mrs. HOFFMAN. I think you have underscored the problem exactly. The school cannot cut down on things that are contracted for, but program funds for things such as this is one sure way of keeping it, so that is why we are urging you to keep this for instructional materials.

Chairman PERKINS. That is what disturbs me about the omission of funds in title II. Here we have a library program that has been worked out between all the private and public schools of the country, and is working so well in all of the States of the Union. I think it is our duty to preserve it. Mr. Quie a question?

Mr. QUIE. No questions.

Chairman PERKINS. Mr. Towell.

Mr. TOWELL. There are several questions I would like to ask of the various people that have testified.

What things are purchased with Federal funds that cannot be purchased with State or local funds?

Mrs. HANNA. I don't believe there is anything that they can buy with the Federal that they cannot buy with local money.

It is just that they need so much more that they need the additional funds.

Mrs. HOFFMAN. In addition to this, many districts have used local funds to apply to personnel and equipment. You cannot purchase these with the ESEA title II funds and in order to make money go as far as possible, local districts have supplied shelving equipment and used Federal funds to provide the materials.

It has been a cooperative venture.

Mr. TOWELL. How well has the nonpublic participation worked? Would you like to see any changes in this particular section of it?

Mr. FRANCKOWIAK. My own reaction from the city of Madison, Wis., is that the private school portion of it has been instituted, and they have participated completely in this program, and the response has been very gratifying from the schools.

They are very happy at it, and in fact, they need more support and not less support. I don't know what they would do with the resources because of the limited income they have.

Mrs. Hoffman. In Pennsylvania, we have added a new program to aid public schools and the library program, but the library program has been used as a model to do this.

Mrs. Hanna. It has been most successful in Michigan and I belive that this is one of the kinds of programs which will provide for every child, and that every child in Michigan has been treated exactly the same; it makes no difference where they go to school. They have the same kind of program all the way across except that the private schools are owned by the intermeidate districts, but it has provided materials for children and that is what the law is all about.

Mr. Towell. You said the private schools were owned by——

Mrs. Hanna. The materials that are used by the students in private schools, the actual ownership and all is in the local public agency.

Mr. Towell. What share of the Federal money is being spent in the school libraries of the Nation? What proportion? Do you have that figure?

Mrs. Hoffman. I can give you these general facts. I have the general idea but I would prefer to submit to you for the record the exact figures on this.

So far Federal funds of course across the board only represent 7 percent of total education. This year we have $90 million from ESEA title II which is a very, very small part of the total budget, and of this, as I mentioned, only 3.8 percent nationally has been used for administration.

Mr. Towell. We are talking about the libraries. Your 7 percent was a general across the board.

Mrs. Hoffman. Yes, but I can get you the exact figure and give you the figure for libraries.

[The information follows:]

In answer to the question: "What share of Federal monies is being spent on school libraries?", the answer is 1.8%.

[They arrived at this figure by dividing their estimate of $100 million from oil sources, spent on school libraries, into the actual figure given by Commissioner Marland for the Office of Education budget of $5.485 billion.]

Mr. Towell. Fine. I had a question here. You mentioned that there has been an increase since 1967. On page 3 here, 1967 to 1970 on hard cover books, a 38.3-percent increase in cost for those books.

Having some knowledge of the educational field and the people that sell books, I sometimes question the practice of continually buying hard backed books, not in all fields but certainly in some where our knowledge and our techniques are changing so rapidly that the additional cost of hard back books is not worth it.

Do you have any feelings about that?

Mr. Franckowiak. I see across most States and particularly in mine a much larger number of paperback books being used.

I think there is a growing recognition of this, however, it is extremely difficult to build a collection that will last for a long time of material that is of a more permanent nature.

So. I think there is a balancing off. Also in our State there is a trend for not using title II funds for print material and a lot of it is being used for audio visual material.

Mr. **Towell.** I am glad to hear that other people recognize the problem too, and I sincerely hope that they will keep that in mind. Since our technology rapidly changes and since the purchase price of book increases at a high rate, it seems unwise to continue putting money into hard back books that are going to be outdated, in many cases, within a year or two.

Mrs. **Hoffman.** May I suggest with this that the paperback books do wear out fast and this is why they also need to be replaced.

Not title for title but with similar titles.

Mr. **Towell.** I realize they have to be replaced, but a book that is going to last longer, if the information is out of date, is pretty useless.

Mrs. **Hoffman.** That is correct.

Chairman **Perkins.** Mr. Lehman, any questions?

Mr. **Lehman.** No questions.

Chairman **Perkins.** Thank you very much, ladies and gentlemen. You have been most helpful to the committee.

I want to see us protect this library program, and I do not know of any way we can do it other than the categorical approach.

Our next witness is with the National Catholic Library Association, Sister Arline Zurich, accompanied by Sister Mary Arthur Hoagland.

Come around and identify yourselves, please.

Do you have separate statements?

TESTIMONY OF SISTER ARLINE ZURICH, REPRESENTING THE NATIONAL CATHOLIC LIBRARY ASSOCIATION AND THE ARCHDIOCESE OF WASHINGTON, AS COORDINATOR OF LIBRARY SERVICES AND ESEA TITLE II; ALSO SISTER MARY ARTHUR HOAGLAND, REPRESENTING THE ARCHDIOCESE OF PHILADELPHIA

Sister **Zurich.** Yes, sir, we do.

Chairman **Perkins.** Identify yourself for the record, and then proceed.

Sister **Zurich.** Mr. Chairman and members of the subcommittee, my name is Sister Arline Zurich. I appear today on behalf of the National Catholic Library Association as its legislative committee chairman.

The National Catholic Library Association represents 3,000 Catholic educational institutions throughout the Nation. I am also the coordinator of library services and ESEA title II coordinator for the 119 Catholic schools in the Archdiocese of Washington which includes the District of Columbia and five Maryland counties. The combined enrollment of the archdiocesan schools totals approximately 44,500 pupils.

I am grateful for the opportunity to submit this statement for the record of hearings of this committee on the Elementary and Secondary Education Amendments of 1973.

I appear today to express my concern that title II of ESEA, a program very valuable to both public and private school pupils, may be terminated. I support H.R. 69 which authorizes the extension of the Elementary and Secondary Education Act of 1965, including title II school library resources, textbooks, and other instructional materials.

As you are aware, title II of ESEA authorizes that these resources be made available to private schools on an equitable basis. My experience with this program, extending over the past 7 years, enables me to tell you very frankly that it would be a tragedy for parochial and private school children and teachers, as well as for public school personnel, if the program is terminated.

Title II has proven to be the most effective of all Federal programs for serving private school pupils with tangible benefits and with a minimum of effort and red tape. Title II acquisition funds are authorized only for the purchase of print and nonprint materials, very greatly needed for instruction in our schools. According to USOE, 94.1 percent of private school children and teachers are benefiting from this program.

Beyond requiring that local schools and school districts maintain their financial support for library programs, an outstanding feature of title II has been the incentive it has given them to strengthen their commitment to upgrading the quality of these programs.

Therefore, title II has consistently strengthened the resources of materials available to boys and girls, and in some cases, provided them where there were none previously.

Title II provided the means for schools to initiate or expand materials in media centers precisely at the time pupils had increased need for books and audiovisual materials for greatly augmented curricula.

The ability to read and interpret media is a very important and needed skill for today's world. At a time when such great interest and even presidential support has been given to the right to read program, it seems most inconsistent to terminate title II which is being used to supply a substantial amount of the materials needed to implement right to read.

I think all of us are aware of the tremendous financial pressures upon parochial and private school budgets. I do not hesitate to assert that unless the title II program is continued, in one form or another, children will be deprived of books for reading and learning and schools whose commitment to decent library services was spurred by this program will be forced either to take funds from other critical needs or, as is more likely, abandon or retrench their library programs.

This is not an argument of books for books' sake. Nothing could be more foolish. The argument is for educational results—hard facts which demonstrate significant improvement in educational performance.

In the elementary and secondary schools throughout the Archdiocese of Washington which have been participating in the title II program and maintaining financial effort the pupils are reaching a higher level of achievement in the "national standards" test scores in relation to other schools in the same area.

Without Federal resources, 44,545 pupils in the archdiocesan school system and about 5.4 million children in private schools plus 51.2 millions of others in the public school system will lose a program that has proved its effectiveness.

Title II of ESEA is a program which warrants, perhaps demands, your most serious efforts to preserve. At least, that is my view and the view of all those for whom I speak today.

On my behalf and theirs, I wish to thank you for this opportunity to express our convictions of the urgent need to continue aid for the provision of school library resources and other materials.

Mr. LEHMAN (presiding). Thank you, Sister Zurich.

I would prefer to have Sister Mary Arthur Hoagland give her statement and ask questions at the same time.

Because of a possible quorum call, I think instead of reading your paper entirely, just refer to those portions not already covered.

Sister **Hoagland**. My name is Sister Mary Arthur Hoagland. Our school system covers five counties and a little over 225,000 children.

I represent the Catholic Library Association. Title II has been one of the most successful programs supported by Congress. It has included aid to all children and involved administrators, teachers, and parents in what has been a really cooperative effort.

Four years ago, I made this statement in this Congress and it is just as valid now as it was then. The program has been examined by both State and Federal officials, and they can attest to its contribution to education itself.

Children are reading books, they are using materials. Title II seeded a program that has interested parents as did no other program in our schools. There is no stronger parent-aid group than the library aides who now are becoming assistants in the classroom and volunteer reading aides.

Comparable effort has been taken very seriously by the parents despite the fact that cake sales, book fairs, and like programs had to finance the library effort and school tuition has become a very heavy burden. They have been able to continue the struggle and never once has the library program been neglected.

Parents, because of their involvement in the program, are aware, as are we, that teachers need books and materials as we strive to individualize instruction and train our children to explore, inquire, and learn, and for this, they need a variety of materials.

Home and school associations became very, very active. They, themselves, had to supply machinery, buildings, facilities, et cetera; therefore, it often left them short of funding that would have provided books.

In the past 4 years, 106 schools in our diocese alone have enlarged their quarters, and since the advent of this program, 269 new libraries were built as a result of the impetus of title II.

These were especially appreciated in the poorer counties, Philadelphia and Delaware County. The comparable effort in these areas was often a great struggle, but the interested parents really tried—hampered often by the fact that they had to drop out and go to work just to keep the children fed and in school.

The growth has been slow when viewed by standards of need. The national standard requires 25 books per child; State standards in our area say 10 books. At the moment, our average is six books which means that we are 60 percent on the way to a program that we really planned for very carefully.

At this point, we must sometimes limit circulations just to be sure that each child can get one book a week to read and this usually in curriculum areas.

The expense of setting up the physical plant left little funds with which to buy the books. Title I aided with visuals in some of our schools, but books, the real core of a reading program, are still wanting in sufficient numbers.

Many of the schools average only three books per child and this is in the area where the children need the most, the deprived areas, where there are few educational opportunities at home and where the children really must rely upon us for any cultural material.

This sharing of materials, particularly in the choice of books that will give them a pride in their own culture, is a broadening experience and should do much to erase the prejudice and misunderstanding in which they live.

In the secondary schools where we did have libraries, the character of the collections has changed. The funds are limited and the small budget meant that we have often had to choose average collections—collections that would meet all the needs of the children in the school.

Now we have been able to establish centers for those children who could not read and in giving them books of high interest, low reading level, we were able to motivate them to read.

Many of the children were not able to pass subjects not because they could not study, but because they could not read; they lacked reading skills. Title II therefore has strengthened the entire educational program.

Here is a program that has had tangible results. As you go into the libraries, you can see that the parents and professionals have struggled in order to make them strong programs. Special emphasis has been given to the reluctant reader, the poorly motivated student, the poorly sighted, the retarded, the blind.

All have particular needs, and title II has reached out for everyone. Personally I visited the libraries and every time I go, I am engendered to say "more".

You may well say that the funds in the past few years should have built collections that will suffice. When you look at the total sum, a nonlibrarian might agree. However, in no single year did the per-pupil allotment allow the purchase of one book per child.

The growth of collections has been slow. The books are well used, and in the lower grades, at this point, they are literally falling apart—not from negligence but from constant reading and rereading.

Those of you who have little ones at home know that children use books over and over again. If we are to replace these books and try to keep encyclopedia and current materials up-to-date, we are certainly going to need aid. If we want to give our children quality education.

We certainly need quality materials. Parents, teachers, and librarians are aware of the changing and improved methods and the content in curriculums. With rising tuition and costs they also see the utter impossibility of going on without help.

Title II, because of its direct guidelines, has reached the individual child. Best of all it has reached all children. We spoke with respect to the urban child and the very real need for specialized service, but believe me, the suburban children also need all.

For all these reasons, I urge an extension of Title II ESEA. We firmly support H.R. 69, the 5-year extension of title II.

At the mere mention of the loss of title II, many of the parents came to us and their first question was, "To whom do we go?"

You gentlemen are our voice. We ask you to speak for the children. Thank you.

[The prepared statement follows:]

Testimony of Sister Mary Arthur, I.H.M., Director of School Libraries, Archdiocese of Philadelphia Representing the Catholic Library Association

"Title II E.S.E.A. has been one of the most successful programs supported by Congress; it has included aid to all children and involved administrators, teach-

ers and parents in a cooperative effort. A deep understanding of mutual problems has evolved between public and non-public schools." Four years ago, this statement was made to a group of your conferees; it is as valid today as it was then. The program has been examined and both State and Federal officials can attest to its consistent contribution to education. Children are reading books, and materials are in daily use. What is more important, the children are motivated to study and enjoy subjects that were mere skeletons of knowledge in dry textbooks.

Title II seeded a program that has involved and interested parents as did no other program in our schools. There is no stronger parent aide group in our schools, public or parochial, than the Library Aides, many of whom now are doing double duty as reading aides and classroom assistants.

"Comparable effort" was taken very seriously by administrators and parents. From its inception to the present, our parents have seen the challenge and met the Federal allotment, often through innumerable cake sales, book fairs, and school lunch parties. Since school tuition has become a heavy burden, it has been more of a struggle, but never once has this program been neglected.

Parents, because of their involvement in the Program, are aware, as are we, that teachers need books and materials as we strive to individualize instruction and train our children to explore, inquire and learn.

Home and School Associations and other parent groups have strongly supported the growth of school libraries. Witness the newly painted rooms, handmade charging desks and shelving and assembled custom-made shelves purchased with their own hard-earned contributions. There is a delightful pride evidenced from school to school as they vie with each other in giving to their children the advantages they never had. The library facilities were costly. Schools and parents shared the cost as shelves, tables, chairs, cabinets and machinery were bought and installed.

In the past four years, 106 schools in our Diocese moved their collections to larger quarters—in four instances, parents built new, functional Media quarters. Thus in our Diocese alone, 269 new libraries have been established since 1966. They flourish in all five Counties, but are especially appreciated in the very poor urban schools of Philadelphia and Chester Counties. The "comparable efforts" in these areas are often acts of real sacrifice and valor. The interested parents really try—hampered often by the need to drop out and work just to keep the children fed and clothed and in school.

The growth has been slow when viewed by the standards of need. The National Standard of twenty-five books per pupil and our State Standard of ten books per pupil leaves us with 6 books or 60% of our goal, a goal we have striven and planned for carefully. Though some of the books are worn and often rebound, the schools cling to them tenaciously. There are still not enough volumes to let each child read as avidly as he wishes. We must limit circulation in order that each child can get his weekly book. Though we can count an average 6 books per pupil, there are many poor ghetto schools that are far below the average.

The expense of setting up the physical plant of the library left them little funds with which to buy books. True, Title I aided them with visuals, but books, the core of the Reading Program, are still wanting in sufficient numbers. Many of these school average only three books per pupil and upon examination, you will find them worn, dog-eared but cherished. They do not discard or lose books, they wear them out. It is for these children we are most concerned. We have whet their appetite with our small collections; they are reading; we must continue to give them support. These children, often with parents who have had few educational opportunities themselves, or who both work to support the family, must rely on us for any cultural materials. We have tried to supply books that will give them a pride in their own culture and books that will introduce them to other cultures and so broaden their horizon. This very broadening experience should do much to erase the prejudice and misunderstanding that often holds them apart from the society in which they live. Can we afford to stop now, when we say it is a time to encourage all men to strive for peace?

In the Secondary Schools where Libraries did exist the collections have changed in character. Small budgets mandated that we purchase books and Reference materials for the average student. With the advent of Title II, the program expanded to cover the needs of the non-reader. The addition of books of high interest and low reading level means that teenage students, particularly in the urban schools, are being motivated to read. Special reading classes have been built into the schedules and potential drop-outs have been given a chance to improve. Many of these children were not able to pass subjects simply because poor reading skills made it impossible to study. Title II has, therefore, strengthened the scholastic program. We cannot continue to make strides in this area, if we cannot supply sufficient books.

Here is a program that has had many tangible results. Bright, attractive libraries and well chosen collections attest to the interest of the Profession which carefully previewed materials, reviewed books and built bibliographies, so that quality and balance would meet the children's needs at all levels and ages. Special emphasis was given to the needs of the reluctant reader, the poorly motivated student, the poorly-sighted child, even the retarded and the blind children, all have particular needs and Title II reached out to all. Personally, I have visited the libraries and always, they have engendered a strong impulse—to work harder. With Oliver Twist, I echo, "More."

You may well say the funds over the past few years should have built collections that will suffice. When you look at the total sum, a non-librarian might well get that impression. However, in no single year, even when the funding reached its highest point did the per-pupil allotment allow the purchase of a book per child.

The growth of the collections has been slow. The books are well used and some, especially in the lower grades are literally falling apart, not from negligence, but from constant reading and re-reading. Those of you who have little ones know the echo that calls, "Read it again." If we are to replace these books and still try to keep Encyclopedia and science books up-to-date, we will need help. What is also important, if we are expected to give our children quality education and reach even minimum standards, we must increase our efforts to supply quality materials. Parents, teachers and librarians are aware of the changing and improved methods and content in curricula. With rising tuition costs, they also see the utter impossibility of going on without help.

Title II because of its direct guidelines has reached the individual child. Best of all, it has reached all children. We spoke of the urban children and the very real need for specialized service, but believe me, in many instances the suburban child is also deprived.

For all these reasons, I urge an extension of Title II E.S.E.A. The mere mention of the cessation of this Library Program alerted many of the parents and the first question was, "To whom should we go." You, Gentlemen, are our voice. We ask that you speak for the children.

Mr. LEHMAN. Thank you very much. Congressman Towell?

Mr. TOWELL. It is obvious, Sisters, that you back the program. Are there any changes in it whatsoever or refinements that you would like to see?

Sister HOAGLAND. Perhaps the greatest need in title II is the fact that while we have materials to work with I have often wished that in some way title II might include some help in personnel; that is, in the training of personnel.

Other than that, title II, as it is, certainly has strengthened us.

Chairman PERKINS. Let me ask you distinguished ladies how efficiently title II is presently operating, and whether you are having any problems. In other words, are you satisfied with the present operation of title II?

I want to ask this question in view of the great difficulty we had back in 1965 in working out this point.

Sister ZURICH. With regard to our schools in the archdiocese, the only thing I can say is it is working extremely effectively. Prior to the inception of the Elementary and Secondary Education Act with our schools back in 1965 and 1966, perhaps only 4 or 5 percent of our elementary schools had a central library.

With the title II program which has given great incentive to educational instruction of our youngsters to improve the quality education in our schools in Maryland, 100 percent of our elementary schools have libraries, and in the District of Columbia, about 99.5 percent of our schools have central libraries.

It has been the incentive of this program with the maintenance of effort on behalf of our own schools, which, of course, is part of the program—this has definitely been an incentive and our programs have really, really improved accordingly.

Without this, as we mention in the statement, I could foresee that many of the elementary schools, in particular their libraries, would more than likely, within a year or two, probably go down the drain because there would be no incentive to keep them going.

Chairman **PERKINS**. Do you agree with that statement?

Sister **HOAGLAND**. I agree wholeheartedly. In 1966 when the books first became part of the program, at that time, there were about 30 so-called bookrooms. Now, we have a central library in all but six of our schools.

Those six have classroom libraries and a central catalog simply because there was no room in the building to put a central library, but every school has a library.

I am very sure that without title II, we would not have been able to build those libraries. Secondly, I cannot see that those libraries can continue on this level unless title II is extended.

Chairman **PERKINS**. And a categorical program provided.

Sister **HOAGLAND**. By all means.

Chairman **PERKINS**. One concluding question.

How do you evaluate title I and its present operation? Should we continue with this categorical approach?

Sister **ZURICH**. Title I?

Chairman **PERKINS**. Yes, ma'am.

Sister **ZURICH**. I really cannot speak too much on the title I program because I am strictly the title II coordinator and strictly with this program.

So, I am sorry, sir, I really cannot speak to that.

Chairman **PERKINS**. Thank you very much.

Mr. **LEHMAN** (presiding). Congressman Towell?

Mr. **TOWELL**. Yes. We have talked about Maryland and the District of Columbia and some other area. Do you happen to have any national figures for your library situation?

Sister **HOAGLAND**. I do not have the figures here with me but I can get them for you for the record. It has been my experience as chairman of the National Supervisors section of CLA that the picture is about the same throughout the Nation: that is, that the program has engendered the growth of libraries right across the board.

I will be glad to get those figures for you.

Sister **ZURICH**. 94.1 percent throughout the Nation.

Mr. **TOWELL**. We were running 100 percent if that is national.

One other point. I believe you did say, "I do not hesitate to assert that unless the title II program is continued in one form or the other." Now, that is on page 2.

In other words, say through revenue sharing or some other thing, if you knew the program was going to be continued, regardless what title you call it or what we call it, I suppose that you would consider another form of funding through revenue sharing.

Sister **HOAGLAND**. Only if it was categorical aid. I am sure that that is the type of program that would best strengthen the present program.

Mr. **LEHMAN**. The only thing I would suggest is that in cases when the money runs short and any kind of lump sum—my own experience on the school board is that one of the first programs that is cut is the library program, and I think that is what you are apprehensive about.

In special revenue sharing, this would be the one that would take the back seat. That is the threat to this program.

It seems to me that this is probably the best program that I have known of as public aid to private or parochial education, probably proven the most successful, and for the administration to threaten this program, before it can get the show on the road, of any aid to private or parochial education, is not going in the right direction because I think Federal aid to private and parochial education has to clear the hurdle of the courts first.

So, let's try to keep this program alive until sometime when we can give more direct aid to this program. There is no argument with that, is there?

Sister Hoagland. No argument with that.

Mr. Lehman. Thank you.

If there are no other questions, Mr. Towell, we will adjourn until 9:30 tomorrow morning.

I want to thank all of you folks for coming, and it has been a pleasure listening to your testimony.

[Whereupon, at 12:34 p.m., the general subcommittee recessed, to reconvene at 8:30 a.m., Tuesday, February 6, 1973.]

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

TUESDAY, FEBRUARY 6, 1973

House of Representatives,
General Subcommittee on Education,
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:40 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Present: Representatives Perkins, Meeds, Mazzoli, Quie, Forsythe, and Towell.

Staff members present: John F. Jennings, counsel; Christopher T. Cross, minority staff assistant; and Toni Painter, secretary.

Chairman Perkins. The subcommittee will come to order.

A quorum is present.

The General Subcommittee on Education is continuing today hearings on H.R. 69, a bill to extend the major Federal elementary and secondary programs and H.R. 16, a bill to authorize a new program for Federal general aid.

We are very pleased to have as our witnesses today representatives from the Council of the Great City Schools. This council, whose membership includes 23 largest cities in the country, will be able to inform us of the progress and problems of ESEA programs in our urban areas.

Dr. Richard Gousha, vice president of the council will be our first witness.

Dr. Gousha, come on around.

Glad to welcome you here, Dr. Gousha, and you proceed in any manner you prefer. If you have a prepared statement, without objection it will be inserted in the record, and just go ahead.

STATEMENT OF DR. RICHARD P. GOUSHA, VICE PRESIDENT OF COUNCIL AND SUPERINTENDENT OF SCHOOLS, MILWAUKEE, WIS., ACCOMPANIED BY ALLEN NEWLACHEK, TITLE I COORDINATOR, MILWAUKEE, WIS., AND SAMUEL B. HUSK, COUNCIL OF THE GREAT CITY SCHOOLS, PROFESSIONAL STAFF

Dr. Gousha. Mr. Chairman and members of the committee, I am Richard Gousha, vice president of the Council of the Great City Schools, and superintendent of schools in Milwaukee.

With your permission I would request that the prepared testimony of the council be entered into the official records of the House General Education Subcommittee.

The CHAIRMAN. Without objection, so ordered.

[The document referred to follows:]

STATEMENT OF DR. RICHARD P. GOUSHA, SUPERINTENDENT, MILWAUKEE PUBLIC SCHOOLS AND VICE PRESIDENT OF THE COUNCIL OF THE GREAT CITY SCHOOLS

The death of President Lyndon Johnson two weeks ago, and the recounting of his legislative accomplishments as President, remind us of the historical context of the Elementary and Secondary Education Act. After the assassination of John F. Kennedy, President Johnson supplied a spirit of continuity to the goals of the dead President: the right of every citizen to participate in a democratic society through the democratic process, and the right of every citizen, regardless of race or creed, to be treated equally under the law. Recognizing that these goals needed support programs, the Congress developed and adopted legislation that provided economic and educational programs related to those equal rights and opportunities. The vehicle was the Elementary and Secondary Education Act of 1965.

The Education Act of 1965 culminated many years of debate on the proper role for federal involvement in what is traditionally a local prerogative, and constitutionally a state domain. President Kennedy had sought unsuccessfully to establish the principle of the Federal Government's involvement, namely, providing each child with the right to an education through general assistance: Lyndon Johnson with the cooperation of Congress sought to insure that right through a series of programs to improve the education of the educationally disadvantaged: to insure that adequate library materials and libraries were available; to stimulate local system improvement through risk capital; to conduct research into the problems of learning; and to strengthen the leadership capabilities of the states in helping local systems to improve themselves. Before President Johnson was to leave office, he also endorsed programs to provide improved programs for the handicapped and to create "new, dynamic and imaginative" programs for children with limited English-speaking ability. So we see that the approach and the design of the Elementary and Secondary Education Act, while categorical in appearance, has become quite comprehensive in scope. It is the Council of the Great City School's position that these programs are meeting real needs and that they must continue until such time as other needs of greater significance have to be addressed.

There are some who question whether the categorical approach works, especially Title I, the compensatory education program. Yet, there is hardly a city that cannot show some measure of success in this program. The Education and Labor Committee in the past year has received testimony from the cities of Buffalo, Cleveland, Minneapolis, San Diego, Los Angeles, Baltimore, Chicago, Boston, Dallas, Houston and St. Louis. All of these districts have recounted to you at least limited and, very often, substantial successes in the Title I program. They have told you frankly of the "early" days of Title I when guidelines and regulations were confused and when program direction was not clear. They have admitted that the early experiments were not as successful as was hoped for. But in the past three years, Title I has stabilized itself in most cities. In almost every city the rate of learning for youngsters served has improved. Title I now has a vital role in the day to day operation of the schools and is showing significant success in meeting the special needs of special students.

This has been accomplished in spite of some rather serious impediments in administering the Act, such as uncertain timing and levels of funding which have all but crippled sound planning and evaluation. This has been accomplished even in face of meeting new administrative requirements such as comparability, parent advisory committees, and public information programs.

I am sure that it will come as no surprise to this committee that Council believes that Title I is the keystone of the Elementary and Secondary Education Act if not all of federal educational legislation. The cities have good reason to hold that belief. In 1965 the costs of education were spiraling upward, mostly to increase salaries. At the same time, our schools were under pressure for not serving the needs of the poor who had migrated to the cities, and who viewed the schools as an obstacle to their upward mobility. The situation was critical. The large city schools found themselves in a crisis that called for changes in curriculum and instructional techniques, changes in in-service and pre-service training. Title I's arrival at that juncture provided the cities with an opportunity to begin those changes in a few targeted places. However, we are faced with a continual rise in salary costs draining our schools of the resources that would normally permit them to extend program opportunities to boys and girls who need help the most.

This is not time for the Congress to step back from its commitment to compensatory education, but rather to boldly step forward. For although the student population in our cities is decreasing, our students from low-income families is increasing, and we, under the current federal commitment, can serve barely half of those in need; in some cities the figure is closer to 25%.

H.R. 69

At this point we would like to discuss specifically the effects H.R. 69 would have on our cities if passed in its proposed form.

FORMULA FOR RATE

The flat grant or "critical mass" variable of $300 per child in the new formula was offered to Congress and to the public last Spring in the Equal Educational Opportunities Act. It resulted from a study of the California Compensatory Education Program where the amount of $300 is a base. The actual amount expended per child is closer to double that amount. Our Council's analysis of its best Title I programs has shown that the addition of one half the actual per pupil expenditure usually provides the resources necessary to carry on a "quality" program. (A copy of that study is attached for the record). Others who have studied this question project expenditures far in excess of $300: The Riles' Commission $1,000 per child, and the National Education Finance Project study's index of 2.0, or twice the per pupil expenditure required to educate the child who is not educationally disadvantaged. For these reasons then we feel that $300 is an inadequate base. Further, $300 does not buy the same amount of services in New York City as it does in Los Angeles or Atlanta or in Houston. The cost differentials among those cities are real. The average reading teacher with the same experience might cost $10,000 in New York State, $9,500 in California, $7,000 in Georgia, $7,100 in Texas and $8,700 in Wisconsin. While we may not want to accept this situation, it is a fact. Costs are different by region and even in districts within regions.

Therefore, the Council recommends retention of the current formula's per pupil rate of one half the state or national average, whichever is higher.

FORMULA FOR POVERTY

The next item that the Council would like to comment on—we do not have our own recommendation—is the use of census data to calculate numbers of eligible boys and girls. The Council concurs with those members of the Committee who have held that the census base for calculating numbers of Title I eligible children does not reflect an accurate count of them nor their movement from place to place. We would add that while the aid to family with dependent children program may be a better indicator of current poverty and mobility it also has some disadvantages especially in those states where ADC has not been developed fully.

Since there is question then about both the Census or ADC standards, the Council suggests that the Committee call upon the Commissioner to forward the study on Title I county suballocations and formula, which the Congress required in 1969 and which was due on June 30, 1972.

Attachment A will demonstrate why the Council believes the formula as proposed in H.R. 69 would be inequitable.

In FY 1970, the school systems were receiving their Title I payments using the 1959 data. We have reconstructed the payment to 19 of our member districts if the 1970 census data had been used. The Committee will note that the amounts that should have gone to the cities did not go there. It is the Council's position that those extra dollars lost annually add to our urban education crisis, and that similar inequities will eventually occur if the $4000 data for measuring poverty and ADC participation becomes law.

TITLE I—PART C

Another change proposed in H.R. 69 which the Council feels it must oppose is the elimination of the program that provides extra amounts of Title I monies for school districts with high concentration of low-income children. This program serves 5,000 school district with at least 20% of their student population or 5,000 children from poverty families. The program has provided the large city districts with additional dollars to increase educational services. By eliminating this part of Title I, the Congress would be dividing these resources among the 16,000 school districts already provided for in the basic program. This change would dilute the amount the cities and rural areas would be receiving. The Council would recommend that the program not only be restored to the legislation, but that the Congress look to this provision as a means of getting scarce Federal resources to those districts with greatest need. This could be done by adding the concept of concentration by district as a second stage of the H.R. 69 proposed pattern, i.e., after a federal expenditure of $300 per child has been reached, an additional amount of half the per pupil expenditure by state or national average would be concentrated on the communities with the greatest problem, those formerly the recipients of Part C monies.

These additional dollars could assist those school districts which have substantial numbers of children who are eligible but not participating in compensatory education programs. Funding this type of program would also allow school districts to provide services to children as they proceed from grade level to grade level and to those children, who because of targeting criteria and guidelines, find that they are receiving services one year and not the next. We have often heard from our districts that the school board and staff feel compelled to "pick up" with local funds. These Title I schools fall outside a particular year's requirements.

We strongly urge the Committee and the Congress to commit its concerns and resources to the boys and girls in these communities which have been paying additional costs through great sacrifice by the taxpayers or who have been forced to provide inadequate resources to disadvantaged students who need this extra help.

PUBLIC LAW 874—PUBLIC HOUSING

H.R. 69 also provides for the extension of the P.L. 874 program which gives assistance to school districts with extra tax burdens because of the location of Federal activity. However, H.R. 69 proposes the elimination of the public housing pupils from the program. This is unfortunate because it is our belief that the addition of public housing has put a burden on school resources that has not been redressed. Furthermore, the Federal Housing authorities, implementing Federal legislation, are not usually responsive to the effects that the construction of public housing has on the Education system. Because of the public housing, large numbers of poverty or near poverty children attend the same schools increasing the need for additional funds in those buildings. Frequently, public housing units cause overcrowding of school buildings or require new school construction. The average Federal payment which the districts get in lieu of taxes is somewhere around $25. The public housing section of P.L. 874, if fully funded, would provide half the district's per pupil expenditure. Such sums would certainly provide needed property tax relief in the central cities for many taxpayers who are just emerging from poverty or who are old and on fixed incomes. Attachment B shows the distribution of a $100 million appropriation by Congressional districts (as drawn in 1971). It is interesting to note that Fairfax County would receive only $23,000, Montgomery County $80,000, Bucks County, Pennsylvania, $2,000, and Westchester County $100,000 under the Public Housing provision.

The Council urges the Committee to place this needed program back into the legislation.

HOLD HARMLESS PROVISION

In Fy 1973, three of our cities in the South—Atlanta, Houston, and Dallas—has substantial increases in ADC children. H.R. 69's grandfather clause would result in a substantial loss of entitled revenue for each of those cities. The Council recommends that the Committee study the effects of the Hold Harmless Provisions of H.R. 69 to see whether all local education agencies will be treated equitably.

HANDICAPPED

Up to this point the handicapped program has been an experimental and project grant type program. Because of recent legal decisions in Pennsylvania, and the District of Columbia, the Council of the Great City Schools recommends that a more extensive measure be adopted which will assist those school districts which will be required by law to absorb handicapped children into the regular classroom. Further the Council would recommend that assistance also be extended to school districts voluntarily developing programs to teach certain types of educationally handicapped children in the regular school program. It is the consensus of those in our cities responsible for special education and of our Council's Board of Directors that this is the only equitable direction in which to go. If the Committee would like to have more information on this approach, the Council would be glad to provide you with the names of specialists from large city schools to describe the needs of their children in more detail.

BILINGUAL EDUCATION

The Council would like to reserve its recommendations for changes in bilingual education. We do, however, endorse this program as it exists and are happy to note that some attention has been given in the past year to the needs of the Spanish-speaking children in New York City. That city had an increased enrollment of 48,300 Spanish-speaking children from 1968 to 1970. Such increases can also be noted in Chicago, Dallas, Houston, Philadelphia, and Los Angeles. For certain systems this may require federal intervention beyond developmental programs.

EDUCATION SPECIAL REVENUE SHARING

Last year this Committee received a Bill for Educational Special Revenue Sharing which proposed to shift several of the current programs mentioned for extension in H.R. 69 to a state operated program with five broad categories. We understand from the FY 1974 budget that a similar approach will be considered later in this session. The new proposal would take the library program, the supplementary center and guidance program, the State department development program and a portion of the impacted areas program and combine them into supportive services which the states could use according to State plans to meet local district needs. The Council should point out to the new members of the Committee and remind those with years of experience that the states have not historically distributed federal dollars equitably to large city schools.

Attachment C demonstrates those facts. The data shows a number of the programs proposed for federal revenue sharing and demonstrates that with the exception of Title I and its compensatory education, the cities receive less dollars than their student enrollment figures would suggest they should receive. Title I passes the revenue directly to the local districts through a formula based on poverty and per pupil expenditures. The other programs are passed through the states where further allocations are determined. If revenue sharing were to become law, would this unequal sharing be corrected? Would the states preserve Title III of ESEA, the risk capital of shared revenues? Could they resist the public pressure to use these very limited resources for general aid type relief? There are some who have been critical of the education community for not discussing educational revenue sharing more seriously. But the Council finds it difficult to study a program which seems to be designed to decrease federal assistance to states and local districts rather than to increase funding. In 1972, 2972.8 million dollars were allocated for programs slated for Educational Revenue Sharing; in the President's budget request for FY 1973 the figure would be reduced to 2779.0 million, and FY 1974 the request is 2527.4 million. A 15 percent reduction in two years. This is for programs which are currently authorized at over 10 million dollars.

CONCLUSION

The education community and the public have been quite clear in their desire to see more federal education spending. The recommendations range from 25 percent to 50 percent of the elementary and secondary costs. Yet in the past four years the percentage of federal participation has slipped frim 8 percent to 6 percent.

We look forward to seeing what Educational Revenue Sharing will actually be and examining also whether it includes a commitment to greater support of education. But we also would want the federal commitment to education increased substantially and the positive direction of the education programs initiated under the Elementary and Secondary Education Act continued.

ATTACHMENT A

ALLOCATIONS FOR FISCAL YEAR 1970

City	Based on 1959 census	Based on 1969 census	Difference, plus or minus
Atlanta	$2,925,840	$3,207,402	$281,562
Baltimore	8,962,828	11,981,092	3,018,264
Boston	5,607,860	7,334,996	1,727,136
Chicago	26,614,492	34,607,673	7,993,181
Cleveland	6,795,529	9,909,691	3,114,162
Dallas	2,282,270	2,064,727	−217,543
Denver	2,136,397	3,336,902	1,200,505
Detroit	9,470,929	10,821,646	1,350,717
Houston	3,164,509	3,596,135	431,626
Los Angeles	20,752,922	28,421,166	7,668,244
Memphis	3,503,939	4,128,609	624,670
Milwaukee	3,689,555	5,164,268	1,474,713
Minneapolis	2,468,879	3,193,827	724,948
Philadelphia	14,989,447	19,344,036	4,354,589
Pittsburgh	4,346,717	5,351,881	1,005,164
Portland	1,501,301	2,031,053	529,752
St. Louis	4,915,426	5,653,788	738,362
San Diego	2,512,538	3,684,542	1,172,004
San Francisco	3,656,334	4,928,660	1,272,326

ATTACHMENT B

ESTIMATED GRANTS TO SCHOOL DISTRICTS BASED ON $100,000,000 APPROPRIATION UNDER PUBLIC LAW 81-874 FOR CHILDREN IN PUBLIC HOUSING

State and congressional district [1]	Number of children [2]	Estimated grant [3]
Alabama:		
1	5,789	$355,023
2	6,438	395,637
3	6,217	382,346
4	3,868	237,882
5	5,012	308,238
6	7,914	486,711
7	6,503	399,935
8	5,860	360,390
Alaska	1,229	543,611
Arizona:		
1	2,323	162,997
2	1,275	89,463
3	2,180	152,963
Arkansas:		
1	3,892	239,358
2	3,834	235,791
3	3,114	191,511
4	2,357	144,956
California:		
1	2,236	164,719
2	645	47,515
3	4,245	312,715
4	2,441	179,820
5	8,587	632,576
6	1,760	129,653
7	3,171	233,597
8	2,566	189,029
9	1,633	120,298
11	731	53,850
12	1,463	107,774
13	2,973	219,011
14	4,727	614,889
15	3,832	282,291
16	3,873	285,311
17*	4,263	314,041
18	1,603	118,088
21*	4,194	308,958
22*	582	42,887
26*	781	57,534
29*	1,557	114,693
30*	2,939	216,505
32	926	68,215
33	1,470	108,293
35	10	737
38	2,103	154,921
999 [4]	5,884	433,455
Colorado:		
1	5,004	$420,336
2	60	5,040
3	1,177	98,868
4	355	29,820
Connecticut:		
1	4,668	476,914
2	1,216	124,235
3	4,282	437,478
4	5,829	595,530
5	2,072	211,689
6	1,495	152,739
Delaware	2,852	197,358
District of Columbia	15,163	1,000,758
Florida:		
1	2,639	162,299
2	1,690	103,935
3	2,799	172,139
4	2,291	140,897
5	4,558	280,317
6	7,125	438,188
7	3,028	185,222
8	2,370	145,755
9	2,999	177,772
10	684	42,066
11	6,621	407,192
12	1,716	105,534
999	55	3,383
Georgia:		
1	5,504	338,495
2	4,619	284,068
3	4,589	282,224
4	4,675	287,513
5	13,922	856,203
6	5,251	322,937
7	4,295	264,143
8	4,503	276,935
9	3,115	191,573
10	6,282	386,343
Hawaii	6,026	381,647
Idaho:		
1	753	51,706
2	382	26,231
Illinois:		
1	15,929	1,515,910
2	3,223	306,722
3	3,531	336,034

See footnotes at end of table, p. 393.

ESTIMATED GRANTS TO SCHOOL DISTRICTS BASED ON $100,000,000 APPROPRIATION UNDER PUBLIC LAW 81-874 FOR CHILDREN IN PUBLIC HOUSING—Continued

State and congressional district [1]	Number of children [2]	Estimated grant [3]
Illinois—Continued		
4	883	$84,032
5	1,752	166,730
6	722	68,712
7	13,059	1,242,782
8	1,351	128,570
9	6,482	616,870
10	165	15,703
12	793	75,467
13	121	11,819
14	1,429	135,993
15	1,915	182,244
16	2,882	274,270
17	2,128	202,515
18	3,340	317,857
19	3,182	302,820
20	3,258	310,053
21	5,222	496,960
22	1,637	155,788
23	2,417	230,018
24	5,703	542,736
999	5,321	506,382
Indiana:		
1	3,715	255,097
2	363	24,926
3	2,001	137,402
4	555	38,110
5	260	17,853
6	403	27,673
7	1,024	70,315
8	2,053	140,973
9	1,678	115,223
10	972	66,744
11	3,446	236,625
Iowa:		
1	536	45,024
2	270	22,680
3	182	15,288
4	403	33,852
5	641	53,844
6	239	20,077
7	471	39,564
Kansas:		
1	792	57,420
2	1,429	107,228
3	1,548	112,230
4	1,303	94,468
5	790	57,275
Kentucky:		
1	4,057	249,506
2	2,124	130,626
3	7,107	437,081
4	2,132	131,118
5	2,233	137,330
6	5,083	312,605
7	1,321	81,242
Louisiana:		
1	9,775	601,163
2	8,039	494,399
3	2,609	160,454
4	1,916	117,834
5	1,518	93,357
6	2,452	141,798
7	3,546	218,079
8	2,136	131,364
Maine:		
1	1,014	84,162
2	1,227	101,841
Maryland:		
1	2,213	175,934
3	6,852	44,734
4	2,889	229,676
5	1,153	91,664
6	1,880	149,453
7	4,133	328,574
8	1,021	81,170
999	608	48,336
Massachusetts:		
1	1,730	$188,858
2	1,580	172,483
3	1,260	137,550
4	2,461	268,659
5	2,990	326,408
6	1,139	124,341
7	1,755	191,588
8	5,242	572,252
9	13,380	1,460,650
10	3,264	356,320
11	1,739	189,841
12	1,960	213,967
999	1,656	180,780
Michigan:		
1	595	45,418
2	985	75,188
3	715	54,578
4	1,448	110,531
5	504	38,472
6	1,305	99,615
7	1,161	88,623
8	1,843	140,682
9	935	71,372
10	944	72,058
11	2,012	153,583
12	554	59,769
13	5,914	451,435
14	2,365	138,927
15	1,443	87,249
16	1,148	87,631
17	3,011	229,836
19	1,231	93,966
Minnesota:		
1	664	45,340
2	1,053	71,955
3	3,462	236,591
4	5,472	373,920
5	5,028	343,580
6	1,638	111,930
7	1,833	125,255
8	2,462	168,233
999	73	5,330
Mississippi:		
1	1,851	113,833
2	1,544	94,956
3	1,297	79,766
4	1,645	101,168
5	4,519	277,919
Missouri:		
1	8,540	584,990
2	195	13,354
3	2,545	174,333
4	1,009	69,117
5	3,241	222,009
6	766	52,471
7	845	57,883
8	1,203	82,406
9	575	39,388
10	2,504	171,191
999	551	37,744
Montana:		
1	922	75,911
2	865	71,222
Nebraska:		
1	2,967	285,327
2	4,970	477,948
3	2,883	277,729
Nevada: 1	3,059	199,848
New Hampshire:		
1	3,186	307,516
2	862	83,183
New Jersey:		
1	2,991	319,040
2	3,284	343,893
3	2,808	299,520
4	3,778	402,989

See footnotes at end of table, p. 393.

ESTIMATED GRANTS TO SCHOOL DISTRICTS BASED ON $100,000,000 APPROPRIATION UNDER PUBLIC LAW 81-874 FOR CHILDREN IN PUBLIC HOUSING—Continued

State and congressional district [1]	Number of children [2]	Estimated grant [3]
New Jersey—Continued		
5	421	$44,298
6	482	51,413
7	1,151	122,773
8	3,871	412,907
9	1,053	112,320
10	8,722	930,346
11	9,310	1,046,400
12	322	34,347
13	7,714	822,493
14	5,936	633,173
15	2,360	251,733
999	1,378	146,987
New Mexico:		
1	2,608	160,392
2	1,894	116,481
New York:		
2	52	5,997
3	203	23,413
4	369	42,558
5	800	92,277
7	1,864	214,981
8	567	65,394
9	4,094	472,141
10	3,938	454,149
11	9,565	1,103,163
12	9,161	1,056,569
13	1,373	158,507
14	7,357	845,141
16	6,240	719,687
17	347	40,021
18	18,086	2,085,919
19	10,344	1,193,008
20	6,631	764,775
21	7,405	854,043
22	8,499	980,218
24	6,404	735,261
25	3,028	349,229
26	963	111,066
27	257	29,641
28	630	72,660
29	3,671	423,389
30	1,067	123,061
31	1,534	176,921
32	932	107,491
33	865	99,763
34	2,873	351,353
35	599	69,085
36	902	104,031
37	329	37,945
38	342	39,444
39	268	20,909
40	1,737	200,334
41	5,581	643,675
999	1,212	139,784
North Carolina:		
1	3,238	199,134
2	1,911	171,527
3	1,993	122,570
4	4,386	269,772
5	4,025	244,204
6	4,254	261,621
7	2,837	174,476
8	2,235	137,453
9	4,141	254,672
10	1,511	92,927
11	2,062	126,813
North Dakota:		
1	1,327	109,478
2	835	68,888
Ohio:		
1	889	66,823
2	7,788	585,398
3	3,996	300,366
5	1,004	75,467
6	1,503	112,976
7	633	47,581
8	852	64,042
Ohio—Continued		
9	2,308	$173,485
10	421	31,645
11	293	22,091
12	3,570	268,345
13	2,317	174,161
14	3,506	263,534
15	3,730	280,372
16	659	49,535
18	1,413	106,211
19	3,253	244,517
20	12,620	948,603
21	1,450	108,992
24	693	52,091
Oklahoma:		
1	2,904	194,568
2	788	52,796
3	2,919	195,573
4	1,210	81,070
5	3,279	219,693
6	681	45,627
Oregon:		
1	1,299	137,694
2	512	54,272
3	3,918	415,308
4	1,788	189,528
999	620	65,720
Pennsylvania:		
1	6,026	476,054
2	6,819	546,601
3	10,642	840,718
4	1,414	111,706
5	2,035	100,765
6	2,872	226,888
7	746	58,934
8	286	22,594
9	2,740	216,460
10	2,815	222,385
11	1,170	92,430
12	1,500	118,500
13	510	40,290
14	8,661	684,219
15	3,427	270,733
16	876	69,204
17	3,238	247,902
18	439	34,681
19	520	41,080
20	7,420	586,180
21	1,115	88,085
22	2,175	171,825
23	464	36,656
24	2,779	219,541
25	3,640	287,560
26	2,605	205,795
27	1,912	151,048
999	1,541	121,818
Rhode Island:		
1	6,495	623,520
2	4,863	466,848
South Carolina:		
1	2,695	165,743
2	2,196	101,721
3	1,262	77,613
4	3,306	203,319
5	1,785	109,778
6	525	32,288
South Dakota:		
1		37,840
2		122,960
Tennessee:		
1	2,837	174,476
2	5,571	342,617
3	4,715	289,973
4	3,849	236,714
5	7,873	484,190
6	4,195	257,993
7	2,376	146,124
8	2,703	166,235
9	6,551	402,887

See footnotes at end of table, p. 393.

ESTIMATED GRANTS TO SCHOOL DISTRICTS BASED ON $100,000,000 APPROPRIATION UNDER PUBLIC LAW 81-874 FOR CHILDREN IN PUBLIC HOUSING—Continued

State and congressional district [1]	Number of children [2]	Estimated grant [3]
Texas:		
1	2,774	$175,224
2	1,937	122,354
3	5,639	356,194
4	2,245	141,809
5	3,744	236,496
6	1,144	72,263
7	2,610	164,865
8	273	17,245
9	3,401	214,830
10	2,397	157,727
11	2,778	175,477
12	1,656	104,604
13	2,131	134,608
14	2,321	146,610
15	3,588	226,642
16	2,766	174,719
17	2,781	179,000
18	491	31,015
19	995	62,851
20	8,068	509,629
21	497	31,361
22	1,136	71,757
23	2,573	162,528
Utah: 1	194	11,913
Vermont	407	33,442
Virginia:		
1	3,318	262,122
2	7,315	577,885
3	5,079	401,241
4	753	59,487
5	650	51,350
6	1,625	128,375
7	300	23,700
Virginia—Continued		
9	625	$49,375
10	1,586	125,294
Washington:		
1	1,352	89,232
2	1,759	116,094
3	913	60,258
4	859	56,694
6	3,297	217,602
7	10,739	708,774
999	650	42,900
West Virginia:		
1	1,901	116,912
2	618	38,007
3	1,503	92,435
4	1,047	64,391
5	492	30,258
Wisconsin:		
1	122	10,573
2	936	81,120
3	867	74,620
4	234	15,600
5	4,993	432,727
6	406	38,653
7	1,143	99,060
8	852	73,840
10	1,685	146,033
999	342	29,640
Wyoming	333	29,859
Puerto Rico	53,431	4,648,497
Virgin Islands	1,898	165,126
Guam	325	21,558
U.S. total [5]		98,269,521

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[1] Congressional districts having no completed units are omitted.

[2] Number of school-age children based on Office of Education estimate of school-age children per public housing unit, i.e., 1.3 per unit.

[3] Estimated grants calculated adding 20 percent to 1970 State "B" rate.

[4] 999 Units undistributed by congressional districts.

[5] Difference in U.S. total and appropriation caused by the fact that rates for cities, such as New York and Chicago, are somewhat larger than rate of average school district.

[In percent and fiscal years]

State and city	Public school enrollment		ESEA, title I		Vocational education		ESEA, title II		ESEA, title III		NDEA, title III	
	1965-67	1968-69	1967	1969	1967	1969	1967	1969	1967	1969	1967	1969
California:												
Los Angeles	14.59	14.20	20.03	18.42	14.35	10.10	7.58	10.02	5.67	9.10	0.21	2.21
San Francisco	2.49	2.04	4.38	3.59	3.53	2.40	1.87	1.74	3.17	3.33	0.84	0.84
San Diego	2.78	2.84	3.03	2.43	2.70	3.25	0.82	1.69	2.55	5.09	2.44	1.87
Colorado: Denver	19.38	18.62	26.02	23.93	12.74	11.18	17.02	14.96	28.65	7.85	7.81	18.54
Georgia: Atlanta	10.53	10.35	5.74	8.61	5.88	14.48	22.84	9.39	7.95	8.04	12.10	0.93
Illinois: Chicago	26.51	25.82	53.87	48.50	24.24	34.69	32.99	23.63	17.50	28.66	29.89	15.83
Louisiana: New Orleans	13.02	12.82	15.01	11.46	9.46	11.03	20.78	12.75	23.38	16.47	12.53	12.19
Maryland: Baltimore	24.31	22.40	49.67	43.39	7.90	8.35	10.51	21.03	2.65	0	19.62	47.05
Massachusetts: Boston	8.68	8.45	24.63	24.27	3.93	1.75	6.42	9.10	0	16.59	6.17	9.56
Michigan: Detroit	14.79	13.79	34.97	31.97	25.24	6.32	14.56	25.00	0.50	22.09	28.47	12.89
Minnesota: Minneapolis	8.52	7.83	13.43	12.87	8.63	8.70	9.33	4.65	8.05	11.15	15.19	7.09
Missouri: St. Louis	13.94	11.04	19.44	18.31	9.35	10.33	18.43	11.16	21.06	13.03	3.69	6.73
New York:												
New York City	33.31	33.07	61.39	62.04	10.74	13.81	29.58	33.61	28.18	12.78	34.40	3.56
Buffalo	2.26	2.10	4.34	3.49	3.18	3.50	2.56	5.23	5.02	2.51	1.62	0.43
Ohio:												
Cleveland	8.21	6.40	14.70	16.07	11.52	11.24	6.47	5.34	5.07	2.73	4.72	5.73
Cincinnati	3.84	3.62	8.60	8.02	1.46	1.64	3.09	3.24	13.00	7.84	3.67	3.35
Pennsylvania:												
Philadelphia	12.65	12.44	24.60	25.34	10.88	1.99	8.51	15.82	17.28	22.92	17.79	8.21
Pittsburgh	7.58	3.27	6.62	7.16	22.83	2.65	1.84	5.28	11.31	4.04	7.04	2.47
Tennessee: Memphis	14.74	14.70	9.25	8.93	0	14.54	13.94	15.16	1.16	3.36	0	22.48
Texas:												
Houston	10.93	8.67	5.13	4.44	4.04	1.85	8.24	8.87	12.20	6.21	5.20	2.95
Dallas	5.93	5.99	3.69	2.95	3.31	0.84	5.42	5.94	0.84	4.59	4.08	5.27
San Antonio	5.27	2.88	4.30	3.60	3.77	0.29	3.29	3.55	7.06	7.69	1.60	2.67
Washington: Seattle	18.46	11.62	14.79	11.75	18.99	10.68	12.09	6.61	44.36	16.98	12.55	12.08
Wisconsin: Milwaukee	13.34	13.70	17.84	19.24	10.09	4.55	10.26	5.78	15.70	8.29	11.92	9.77
District of Columbia	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00

Dr. GOUSHA. Further, I would ask your indulgence to speak on Milwaukee's experience with title I ESEA and to enter my extended and complete remarks into the record as well.

Chairman PERKINS. Without objection.

Dr. GOUSHA. To gain an overall appreciation for the effectiveness of ESEA title I programs in Milwaukee, it is necessary to look at several indicators of productivity—many of which go beyond the sensitivity of formal evaluation statements.

Indicator 1: Title I in Milwaukee has provided more programs and services for children than would be available with State and local resources alone.

Indicator 2: The availability and categorical nature of title I funds has provided concentrated and continuous attention to the indepth educational needs of disadvantaged youngsters. These funds have given us the first real means to determine the magnitude of the problems of educationally disadvantaged children and a glimpse at the total level of human and fiscal resources needed to permit them to realize their potential.

Indicator 3: Title I has pioneered the concern and the search for effective evaluation designs which have spread throughout the school system. No new program developed today, whether from local, State, or Federal special funds, is implemented without an evaluation design.

Indicator 4: There has been dissemination throughout the system of curriculum change, teaching techniques, and materials originally developed with title I resources.

Indicator 5: Title I emphasis on parent involvement has developed a network of parent-professional contacts at the individual project level and central advisory council level never before attained in our school system.

Indicator 6: Milwaukee's title I-funded reading center program has received recognition, through its dissemination by the U.S. Office of Education, as 1 of the 10 model reading programs in the Nation.

Indicator 7: Title I funds have been commingled with title VII ESEA funds for the past 3 years, producing a most successful federally funded bilingual education project.

Indicator 8: Let me take the last indicator I am listing today—indicator 8—to illustrate the effect that title I can have on the individual boy and girl. After all, boys and girls are the only reason why any of us are in, or are interested in, this whole business of elementary and secondary education.

Indicator 8 is our title I speech and language development program. Picture, if you will, a kindergarten class of 24 5-year-olds from the heart of a poverty area. After 15 minutes in the room you'll probably notice that one-third are bubbly, eager, and excited children, anxious to get on with the learning and purposeful playing that takes place in a normal kindergarten room.

But those other two-thirds: in varying degrees you'll notice that they are quiet, nonparticipating, noncommunicating, not really ready for the school experience.

Screening has shown they probably don't know the names of the colors, can't tell left from right, don't know the directions of up or down, can't identify shapes, have no idea at all of a time sequence. In many cases they don't even know their given names.

These boys and girls are the innocent victims of a poverty produced nonstimulating environment. They come from homes where there is little or no conversation, where the one parent may be absent a good part of the time, where there is no car for travel experiences, no manipulative materials for preschool educational experiences, no adult to interpret and discuss what's seen on the continuously running TV, no one who has read to them.

One thing these children do know, and know well; and that is how to survive. Their preparation for the school experience has been minimal, as is their potential for later success in society and the adult world in which they must live.

I don't know that I can really full describe the frustration of our schools in dealing with a situation of this sort. A person has to see it and be a part of it to comprehend it.

Your title I language development therapists are the ones who actually do something about it. It takes 5 months before this child is ready to participate with a greater degree of confidence, a readiness to read, a willingness to communicate, an ability to be a child and to experience the joys of a child's world.

The sad part of this is that only 8 of the 16 who need this kind of help in that room will get the special attention of the therapist. That's as far as the title I dollars will go.

The 9th, 10th, and 11th child may need the therapist's help just a shade less than the 8th, but they'll have to compete with the rest of the class for the kindergarten teacher's attention.

In my estimation, they've already got a couple of strikes against their succeeding in school.

Milwaukee's language development program was also cited a few years ago as 1 of 21 national title I programs recording substantial gains in progress for disadvantaged children.

I have more indicators, but let these examples show that we have proven that title I programs can make significant strides with seriously educationally disadvantaged children.

But the simple fact revealed to us after almost 8 years of title I is that we must reach at least five times the number of children we are presently serving with enriched programs before the original expectations set for title I will have a chance to be realized.

We must go beyond the small nucleus of disadvantaged children we now serve to the greater number of children only slightly above them in attainment. Perhaps a further example will help illustrate this.

Of the approximately 50,000 students enrolled in our title I eligible schools, about 75 percent or 37,500 could be interpreted as being below national averages on standardized achievement tests. Presently, we are serving only about 7,000 students with title I funds, or approximately 19 percent of those in serious need.

Milwaukee has made a valiant attempt to maintain a quality educational program for all its children in addition to stretching to find ways to meet the greater needs of its disadvantaged. We are now at the priority setting and retrenchment phase with the worst to come.

The question is, Which way shall be taken? We are being asked to consider the merits of bloc grants or general aid versus the maintenance of categorical funding. The plight of educating disadvantaged children in our urban school systems does not permit us the luxury of proposing that either categorical or general funds alone will meet our needs.

Both categorical and general aids are needed because title I regulations and guidelines are restrictive and will permit only addressing certain types of educational needs.

General aid is very much required to meet the educational needs illuminated by title I and other categorical funds which cannot be met.

We must make a strong case for the retention of the categorical title I funds which permitted us to begin to define the problems of the educationally disadvantaged and to take the first small, halting steps forward.

If the present title I allocation formula were fully funded, Milwaukee would be receiving $14 million rather than approximately $4,450,000 which represents only 2.6 percent of our total budget.

Our experience in Milwaukee has shown that the average per pupil expenditures needed to produce significant impact with disadvantaged youngsters is $450 to $600.

As you consider the future of title I, let me pose these questions: Can we afford an either/or situation in a possible move to revenue sharing when there is no assurance that the funds given up are equal to or exceeded by the funds received?

If the categorical tag is taken off, is there the dangerous potential that the resources will be broadly dissipated throughout the school district with a low priority given to disadvantaged children?

Will the priorities of large cities and their children be properly served if general aid is administered by State legislatures or State departments of education who are far removed from our concerns?

It is difficult from our vantage point to discern the relative merits of various formulas which would bring forth the most funding in the most equitable manner. What is missing is not a new formula or new guidelines but the will and the funds to realize this potential.

I think we have shown that we can get the job done. We have shown how many children still remain within the grips of educational disadvantage, and we are indicating a continuing extreme need for both increased categorical and general aid in meeting all facets of the educational problems we see.

My goal and your goal must be to give every boy and girl the opportunity to become proud and productive citizens in our great Nation and to break the stranglehold of poverty on their young lives. Title I is the best hope from Washington to do that.

Thank you, Mr. Chairman.

Chairman **Perkins**. Let me congratulate you, Dr. Gousha, on an outstanding statement. I am delighted to see the attitude of the great city school superintendents of the country willing to come in here and protect title I.

I feel just like you, that in the way the program has been funded, considering all aspects of it, that it has worked out wonderfully well.

The only drawback and the greatest obstacle that I have always witnessed is the inadequacy of the funding; and to undertake to let it be merged in with the so-called revenue-sharing program, we do not know just how it will work out, except we do know that the innovation and all the good that has flowed from title I for the disadvantaged in many instances will go down the drain.

I think it behooves us all to protect this program in every way that we can possibly protect title I.

Now, assuming that we are unable to extend ESEA, do you feel that we should tie it to general aid or more adequately fund title I before we go to general aid? At what point should we go to general aid or do you feel, from a strategic viewpoint, that we should keep it separate from other educational programs?

Dr. **Gousha**. Mr. Chairman, I personally plead that we should continue title I as a categorical program.

As I indicated, I hesitate to see the whole issue of educational revenue sharing, with all of its doubts from our standpoint, involved with the title I program that we have.

I think we have a working formula. We have a way of measuring our progress. I think the Nation as a whole has a way of putting its hand on what is happening with our programs for disadvantaged youngsters and I feel that it is a risk that at this point I would rather not see us take.

I would rather see us move with greater funding of that special programing.

From my vantage point as a superintendent of schools the most crucial problem that our Nation faces is to put the youngsters in our central cities who are not developing to their full potential and to whom we must provide the where and withal to become very outstanding citizens.

I think we cannot neglect that segment of our society. I do have real concerns that we are now talking about packaging that will not guarantee in my city that the disadvantaged youngster will get that money.

We have had improving relations with our State department of public instruction but once again that has been a process that has taken a good bit of time and I am not certain unless there are really strong passthroughs to the local district that the disadvantaged youngster will be given the kind of funding, the kind of opportunity, that he so desperately needs.

Chairman **Perkins**. Under special revenue sharing it is being proposed that the States be given more latitude and more say-so concerning the expenditure of the funds.

If this was to come about, where in your judgment would your school systems, the greater city schools, be in connection with the adequacy of funding? In your judgment, would you receive as much or would you receive less if this was to go in that direction?

Dr. **Gousha**. I think attachment C in the testimony we presented gives some indication of that. I noticed Milwaukee in 1965 and 1967 were 13.34 percent of the public school enrollment.

We did show an increase in title I between fiscal year 1967 and 1969. In a number of other programs there was a reduction in terms of funding that our city received from the State of Wisconsin.

I wish in terms of the past we have received from the State an equitable sharing of the title I funds.

In some other categories we have gotten less. I really don't know the answer to that.

Chairman **Perkins**. Now, one final question.

Could you submit to the committee for the record evaluation studies showing achievement gains made by disadvantaged children under the title I program?

Dr. **Gousha**. Yes.

Chairman Perkins. That seems to be one of the oppositions, no results obtained. I know it is full of faults in many instances because our surveys show otherwise, but still the opposition wants to throw out that old claim that there have been no achievement results.

Dr. Gousha. Mr. Chairman, we would be pleased to submit such evaluation reports from our 23 cities.

Chairman Perkins. Have you been satisfied with those results and if not, what has been lacking? Tell the committee briefly.

Dr. Gousha. Have I been satisfied?

Chairman Perkins. Yes.

Dr. Gousha. Yes, I think we have been satisfied with the results and I think we are continuing to see results as we have stayed in the program, as we move to concentrate our resources.

I don't think you are ever fully satisfied with your results but if you are constantly looking at how well you do make adjustments, it seems to me that that is one of the major advantages. We do see improved results, and I think we will continue to see these results evolve.

Chairman Perkins. Mr. Forsythe, any questions?

Mr. Forsythe. Thank you, Mr. Chairman.

Dr. Gousha, I have not in my district but in a city that is just outside, a situation that I would like to have your comment on—a city of about 100,000, that ran into great difficulties with audit of their title I funds because they were using them rather generally through their systems.

I think they would have great difficulty in segregating their disadvantaged children. Don't we, by this title I program, tend to create a problem here of, in fact, creating a type of segregation?

Dr. Gousha. In our situation, we have 30-some schools being served, and we are serving, where there is concentration of title I students. I am not quite certain I follow the question.

Mr. Forsythe. It is Camden, in New Jersey, and it is a city of about 100,000. Their difficulty came about with the postaudit, that they were using title I funds for children that were not disadvantaged.

As a matter of fact, they were under a threat to have all the funds cut off and having to turn back funds that were used.

Well, as I view that city, I think it would be very difficult for them not to be in that position. I don't know how they could really come out of working a system like that.

Aren't we creating a type of segregation—not racial but disadvantaged?

Dr. Gousha. I think the programs must go where there are concentrations of disadvantaged youngsters. Are you saying that the programs evidently went where there was not concentration?

Mr. Forsythe. The whole city has a concentration of them but there is obviously a percentage of those children who do not qualify under the formula for disadvantaged.

Dr. Gousha. Yes.

Mr. Forsythe. Well, in the case of our city, we have a number that would qualify but the question is, with inadequate funding you have to force priorities, so we have continued to force priorities not only in terms of program priority. Some youngsters are eligible and could benefit by the program, but because of funding we cannot include them. I think we had a recent example of where we had to cut two programs in our Spanish-speaking community, and we have not heard the end of that yet.

These youngsters are eligible but because of the levels of funding, we cannot serve these youngsters.

I think as we work through with our parent advisory groups, and we have very active involvement, it is pretty hard for them to say, well, how can we force these kinds of priorities. The level of funding to them becomes a real dilemma—frustration—but then, with less rigid categorical approach funding, we could always fund as much as needed, but would you not be better able to create your own priorities and be able to best serve your district with a less rigid program?

Dr. Gousha. I would respond this way: that there are tremendous pressures in every major city, in our city. We have reaction from parts of the city that are our poverty areas. They have a dilemma in understanding why additional funds are going into the innercity schools.

I think in the political makeup of our city there would be great pressure to divert funds from the most disadvantaged. That pressure would constantly be at work. It would come from citizenry, and I think it would come from some of the professional organizations.

I think the categorical nature and the reasonably rigid guidelines make certain that the program is delivered to the kids who are most disadvantaged in our city, so I personally don't see much advantage in a good bit of reducing the rigidity as you indicated.

I think we have the wherewithal to deliver it now, and it is the strength of our school systems to be able to deliver it where we want it delivered.

I think also there is great advantage in looking at the national picture. If you give more flexibility there, you dilute the delivery to the disadvantaged youngster. You would not have a national picture that I think is very significant, particularly as we talk about the need for more Federal aid to education.

I think it is essential that, at the national level, we take a look at how we are delivering. I don't want to see too much flexibility in delivery of that program to those youngsters.

Now we have flexibility in terms of program. Flexibility is taken away by forcing priorities for the lack of proper funding in terms of the needs that are there.

Mr. Forsythe. I think that the ideal of meeting the optimum needs is one that is going to be difficult to attain, and my point goes back to this question that you are being forced to discriminate against some disadvantaged because of the rigidity.

Dr. Gousha. Mr. Newlachek is our title I man.

Mr. Newlachek. Well, I would not say that it forces us to discriminate. It does force us to commit ourselves to priorities. I think while you might use the phrase "Discrimination if there were not these guidelines," what it really does do is force us to put a concentration where the need is.

With reference to your previous question, if there were not these guidelines applied to the funding where Dr. Gousha indicated we are serving 37 public schools, we have 50 that are eligible because of the political pressures.

Just the real desire to do something about the needs of kids would make it very easy to spread the resources to the 50 schools, and then just beyond the 50 schools, another set of schools that have needs that are just very little less than the 50 schools that we have in our title I area.

So it would be very easy to then spread the funds beyond that. I think title I is still recovering from that very aspect in its formation. There were 63 target area schools in Milwaukee in 1965–66. We now have 37. So we have, by our own priority setting, tried to indicate where our needs are and to commit our resources in relation to the needs we have, as little as the resources are.

So with all these unknowns, we feel that by keeping the categorical tag there, it forces us to concentrate the resources for these special needs for these special children. I think that is necessary. At the same time we are certainly not shutting off the need for general funding.

Mr. **Forsythe.** Thank you very much.

Chairman **Perkins.** Mr. Meeds?

Mr. **Meeds.** Thank you, Mr. Chairman.

Dr. Gousha, let me first of all compliment you on your testimony and to commend you on your understanding of the political process. As well as being an educator, it is obvious you understand the political process which may now be essential to an educator remaining around. I don't know.

It is obvious that you understand where the power is in your city. At least it has been my observation that the disadvantaged and the poor is not where the power is in the political structure of the cities. Has that been your observation?

Dr. **Gousha.** That is correct.

Mr. **Meeds.** Even if special revenue sharing were passed directly from the Federal Government to the cities or local school districts, which is not proposed incidentally.

As I understand the proposal now it is to pass it to the State Governors and to let them distribute it. But let's assume it went directly to the local school districts. There is still going to be that political power which at least in the past has not been wielded for the benefit of the educationally disadvantaged, has it, in the large cities?

Dr. **Gousha.** That is correct.

Mr. **Meeds.** How do you suppose the disadvantaged areas of the larger cities got that way? Was it because they had political power? Quite the contrary, isn't it, because they didn't have political power. At least that is one of the reasons.

So to expect the disadvantaged areas of the cities or indeed of the Nation to receive first call on funds for disadvantaged students under some kind of revenue sharing program, it seems to me, is expecting too much. Would you agree with that?

Dr. **Gousha.** I would agree with you, Mr. Meeds.

Mr. **Meeds.** I think that is all.

Thank you.

Chairman **Perkins.** Mr. Towell?

Mr. **Towell.** Doctor, you stated a lot about the national view of things. I am beginning to assume from that that perhaps you believe that we have a better answer here in Washington than the good people in your State and in Milwaukee?

Dr. **Gousha.** No, sir; but I do believe that evolving from our city and from our State and the others, that we as a Nation must set priorities; we must address ourselves to the most crucial problems. Many times I have seen that if crucial national problems are left in the hands of local and State governments, they have not been resolved.

Mr. TOWELL. Yes; but you would agree that a lot of innovative programs do start at the State level by people in perhaps your own community?

Dr. GOUSHA. Yes; they do.

Mr. TOWELL. So all the answers don't lie here in Washington?

Dr. GOUSHA. I am certain the answers don't lie in Washington and I don't think Washington can administer——

Mr. TOWELL. I think that is part of the idea and philosophy behind revenue sharing is to give that flexibility to the States and perhaps they will come up with better programs that in turn they could share with other States around the Nation.

I have one other question.

Dr. GOUSHA. If I could just interject this thought.

Mr. TOWELL. Yes.

Dr. GOUSHA. These are local programs that we have evolved from Milwaukee. The programs were not imposed by Washington nor can they be nor should they be.

Mr. TOWELL. We are happily together there.

One other question.

You did mention to the chairman that you would have some information about the results of the program which is fine. Programs obviously have been going on long enough now that a child is in a program for a year or two. Have there been any on-going studies that may follow these children, what they have done 3, 4, 5 years later?

Dr. GOUSHA. I would not know.

I don't think that in our city we do have any real substantial follow-up over a period of time with youngsters. I would add that I think we are approaching that point now where that kind of data could be gathered.

Mr. TOWELL. I am sure the committee and you gentlemen would be interested in that because we are spending nationally quite a bit of money on it and more than just the immediate result. I think sometimes we have to look a little farther into the future. While we may say the program is great, and it probably is helping somebody on an immediate basis if that falls off back to where we started from 5 years later, we have spent a lot of money for nothing.

So I hope that not only Milwaukee but some other places around the Nation will start to make some followthrough studies.

Mr. Chairman.

Chairman PERKINS. Mr. Quie?

Mr. QUIE. I am interested in your comments here on compensatory education. I am convinced we have a big task ahead of us in compensatory education. We have learned so much that has borne some fruit in the last 3 years we ought to build on that. I gather from your testimony that you need that stimulus from the Federal Government in order for you to concentrate on compensatory education.

If you didn't we could go ahead to general revenue sharing for education by just putting the money on the stump and leaving it for you and you would use it for compensatory education.

I agree that we need the categorical program if you want to call it that for compensatory education. I am not asking the question because I disagree with you but I would like you to say why that is a fact. Why do you need the Federal Government to give you that kind of emphasis on disadvantaged children that you evidently would not do it by yourself?

Dr. GOUSHA. I think it goes to the heart of our funding and the great inequities in the funding of the large cities of this Nation. Our city attempted, in terms of programs in the innercity before ESEA, to address itself to this problem, to the growing numbers of disadvantaged in our cities; they were unable to cope with it.

If we look in our city at the complete reliance on property tax; when you think that about 15 percent of our budget comes from the State of Wisconsin—although the State has constitutional responsibility for education—the funding levels that are required—when you put the special needs of these disadvantaged youngsters in that sort of context, and think of the national needs, it seems to me that we must have Federal funding.

I think we must have Federal funding for education to a degree we don't have.

Mr. QUIE. I am not asking you a question whether we should have Federal funding for education but why you feel that we ought to have the Federal money for education earmarked for compensatory education.

Dr. GOUSHA. I think in our city we have had enough evidence to support that we can make gains, that youngsters can grow to their potential through this kind of concerted effort and I think that warrants the investment.

I think we would begin to see great dividends if we would fund it at the level necessary to cope with the problem.

Mr. QUIE. You still are not answering my question. What is the amount of title I money you receive right now?

Dr. GOUSHA. $4 million.

Mr. QUIE. Now, if instead of earmarking that for title I, we gave you $4 million for any purpose you wanted, why would that not be a good idea?

Dr. GOUSHA. I am not so certain, with the powers that be in our city, that it would necessarily be spent on assisting the disadvantaged youngster in our city.

Mr. QUIE. Where would they put it?

Dr. GOUSHA. It would rest with the board of education, it would rest with the unions, it would rest with very active parent groups. The more sophisticated the parent groups, the more they know the way to work the machinery, the more they know how to rally the support for their particular interests or needs.

We are just beginning now, for example, to have a parent group in title I that is learning how to work the system, and not to be afraid of the system. They are becoming more sophisticated. Title I has meant that to the disadvantaged areas of our city.

Mr. QUIE. So you are saying the pressure from parents of children who are not disadvantaged and know how to make the system work would cause you to use at least some of the money for kids that are not educationally disadvantaged?

Dr. GOUSHA. Yes.

Mr. QUIE. When you say the union pressure, this means some of the money would be used, I take it, for increasing teachers' salaries.

Dr. GOUSHA. Yes.

Mr. QUIE. And not improve the education?

Dr. GOUSHA. Yes. One of the real concerns I have about this—it is sort of interesting in the State of Wisconsin, now having gone through a major task force on educational finances—is that they are talking about some categorical funding of programs because we got increased State aid and immediately we see it just caught up in salary schedules and this is important.

It is important to have good fringe benefits for teachers, but large sums of money seem to evaporate. When you say, "Well, what measurable impact has it had on young people and their growth?" it is pretty hard to measure. You know, we just went through a bargaining session again and I heard about bargaining units, programs, programs, programs, but when we came down to the wire it was more salaries and more fringe benefits. I think we have to be competitive; we need general aid for that.

It seems to me that we have got to zero in on the growth of our youngsters. Categorical funding with an assessment component, with objectives and goals, can modify the direction we take. We can take a look at how well we are doing something which is pretty important to a school system.

In fact, I think it is the future of any school system. If we don't move that way we are in trouble.

We can add additional funds and still not get results. Categorical funding with good assessments components says you are getting results, you are targeting where you are going, and you can modify the approach that you take.

So I am concerned about losing gains for youngsters in this whole matter of general aid, while it is necessary, of course.

Mr. Quie. Those are the views I wanted to see if we could get on the record here and I appreciate your answer.

Let me then just follow one more line.

You speak here of the formula of not being adequate using census information and that using AFDC information is better, but even that is not sufficiently accurate.

Then you go on and urge that the commissioner evidently complete the study or release the study on county title I allocations and formula. I don't know if that study of his is going to be sufficient to give us the information we need either.

Last week John Porter, superintendent of public instruction in Michigan, testified here in the committee and indicated, too, that that formula presently used is not adequate and he indicated that some poor children are not educationally disadvantaged and some nonpoor are educationally disadvantaged and we ought to now be able to use some other factors.

Have you pursued that at all to determine how we could use a more accurate means of distributing the money where the disadvantaged actually exist? It seems to me we come to the point now we want to provide compensatory education for the educationally disadvantaged and it is not just a means to get some money into poor kids' education, whether they are disadvantaged or not.

Dr. Gousha. I would say that there is a rather direct correlation between poverty and low achievement, or underachievement, as we measure it.

I know we have talked about this very issue in the task force in Wisconsin, whether it should be based solely on poverty or on some measure of underachievement. The problem gets very complex though when you begin to say, "Well, how do we measure underachievement?"

We use the standardized achievement tests. I have great concerns about them and the purpose for which they are used. For instance, the interrelationship between tests that are in existence. We use an Iowa basic achievement test in our city and yet, maybe only one or two other major cities use the same test.

There is no interrelationship. I think if you are going to move to underachievers this way on a national program you are going to have to come up with some national instrument for measuring underachievement. That is a real task, but then you come to the question of the degree of underachievement.

Are priorities to be based on what degree of underachievement, and what lines do you draw for a level of underachievement?

We just talked through some of these concerns, but it seems to me that there has to be some level determined as to degree of underachievement. I have grave doubts about our ability to really do this; as I look at the achievement tests that we use, I don't have as much faith in them as I would like.

Mr. QUIE. You know, we are doing something like that now in requiring concentration. The children attending a school where there is a concentration of low-income students receive the benefit of the program. If they attend a school where there is not a concentration, they don't receive the benefit of the program.

So somebody has made some arbitrary decisions.

Let me ask you, rather than do it nationally, do it on a county level. Suppose within a county you could use it entirely on the basis of tests.

Dr. GOUSHA. I would would be reluctant to go that route at this stage.

Mr. QUIE. You would sooner use the program then for poor kids that are not educationally disadvantaged than to provide the assistance for those that are really educationally disadvantaged.

It seems, then, we may need to do more than just have categorical aid for disadvantaged kids. We may have to have the Federal Government follow closer in direction and guidelines.

Dr. GOUSHA. If I could, Mr. Chairman, use Al again. Mr. Newlachek is our title I man. If he would just give a rundown of the schools and the achievement levels I think we would show almost a direct correlation between underachievement as measured by our standardized achievement tests and the poverty level.

Mr. NEWLACHEK. There is a very high correlation. Depending again on which test instrument you use, or at what level you are using it, if you use the sixth grade or fourth grade reading test, or whatever you are using. So we see that as a problem. There is a very high correlation between low-income concentration and low achievement, but not a perfect correlation.

We are concerned about those who have low-achievement concentrations but who don't fall within the low-income category.

Mr. QUIE. Let me ask you if those people were not concentrated but were evenly mixed in all the schools, then what would your answer be?

Mr. NEWLACHEK. I think that is a case the answer to which is puzzling him, Dr. Gousha, as we look at desegregation and the allocation of funds then in a wider area.

I don't think I personally have an answer to that because it would be harder to detect your target population if it is based on a low-income factor.

However, I would want to comment on one of your previous comments. That is, once you do define your private area on low income, within that, even though we may not meet all of the educational needs of the children in all of the eligible schools, we definitely are required to make an educational needs assessment within the schools.

Mr. QUIE. That is why I was wondering why you wanted to back it up to the county rather than the schools because all you are doing now is getting the money into the school based on the poverty and then you can distribute it after you get there.

Now, it seems you know how to do that but you say it is impossible to do it on the county basis. I understand you have differences State by State but it seems like you are operating under the theory that Coleman is absolutely correct. He says all you have to do is get kids to sit in school with a nondisadvantaged fellow student to improve educational achievement. You might as well put all your money into busing instead of compensatory education if that were true. It seems to me your tests are based on this correlation between the concentration of poverty in the school and the low achievement in that school, but I have not seen those same kinds of tests within the school where there is no concentration.

I know that there are poor achievers in schools where the average income is high but they are ignored and what really bothers me that all over this country there are educationally disadvantaged students that are ignored, assuming that just because they are attending school with somebody who is advantaged that they are going to learn.

I don't say they have no better chance of learning but I don't say they are absolutely going to.

Mr. NEWLACHEK. I think up to this point if we are just talking about title I we have not had the luxury because of the lack of resources of meeting the needs of all the educationally disadvantaged youngsters no matter what indexes we use.

So I think we are looking at the categorical funding to deal with what we had and what can evolve in helping set the priorities. If it helps us meet the needs of the youngsters in the majority of the schools that have the highest concentration, that is a major step forward.

Up to this point as I say, we just have not had the resources to look at the relative needs in all the 158 schools.

This has all been hypothetical, the resources are not there.

Mr. QUIE. Well, I just don't buy it that we did everything right in 1965 and we cannot improve on it. I am looking for somebody to contemplate the situation if we had enough money and devise the best way of distributing that money. We are going to either just extend this legislation or improve it and I just hate to extend something without improving it, if we can figure out how to improve it.

If we cannot figure out how to improve it I think we ought to extend it because I believe in the program enough to extend it the way it is now.

Chairman PERKINS. Mr. Meeds?

Mr. MEEDS. Mr. Chairman, in view of Mr. Quie's questions which I think are very good, could I ask a further question or two?

Chairman PERKINS. Yes, go ahead.

Mr. MEEDS. Assuming at least for the purpose of this discussion that the critical mass theory has some validity and that it is essential to get enough money into areas to really do some good, and assuming that there are difficulties in distribution of funds when it gets below a certain point as this gentleman pointed out, it is difficult to administer funds for one educationally disadvantaged student in one high school where everybody else is advantaged, much more difficult than in a high school where 90 percent of them are disadvantaged.

Will you assume those things with me so far?

Dr. **Gousha.** Yes.

Mr. **Meeds.** Are those basically correct?

All right. Now, assuming those things and assuming further that you were to have some method of testing for low achievement, would it be a fair assumption that the money which goes now to concentrations of low-income people would also go to the same areas if it was based on concentrations of low achievers?

Mr. **Newlachek.** It would be a very high correlation.

Mr. **Meeds.** So that we are in effect probably reaching about the same people, as long as we are talking about concentrations of them, under the low-income factor as we would be under low achievement in test scores in the distribution of title I funds?

Dr. **Gousha.** Mr. Newlachek has an interesting sketch I see before him that I think points out the correlation.

Al, would you share those figures with the committee?

Mr. **Newlachek.** Well, I am not sure that these are necessarily figures but we were just looking at the correlation between the achievement scores of our schools and those that happen to be in the target area on the basis of low income. I didn't go through all of them because we are looking at different kinds of tests.

Out of the first 30 schools in low achievement, 25 of them are target area schools based on low income.

So the correlation is extremely high in our case. There are cases though where there are schools of low achievement that don't fall into the continuum of low income and of course we are concerned about them and how to meet their needs.

Mr. **Quie.** Would the gentleman yield?

Mr. **Meeds.** Be happy to.

Mr. **Quie.** Let's suppose the target area has a school with 500 kids and of those 400 are title I kids, low income and high concentration.

You had another school that had 3,000 kids in it but there are only 10 percent low income and therefore they were not a target area.

You have 300 in one school and 400 in another.

Now how can you say that those 400 are lower achievers than that 300 in the other school? The other 300 got lost in the averages. So on your tests on low achievement the 500 pupil school ranks low and get the money.

Now, what about those 400?

I can understand when you say if there is one low achiever. It is pretty tough to work with one and I don't think you would want to transfer him to a school of low achievers. It would be better for him to stay in the other school. It is not a situation of 90 percent in one school and one in the other.

There is the situation of a tremendous number of educationally disadvantaged kids in the other school.

Mr. **Newlachek.** We do have in our city one school setting that I am reminded of as you point this out. It is on the periphery of the city, there is no low-pupil population in the area, and under the policy of the board a number of our innercity residents move to that school as their school of attendance so that it is probably 50 percent from the local geographical area and 50 percent from another geographical area youngsters coming from a poverty background.

One of the real problems is that we cannot provide assistance for Wilbur Wright, Jr. High School and I think it points up what you are saying.

Mr. **Meeds**. If title I were fully funded could you do that?

Dr. **Gousha**. I think we would move that way with the funding.

Mr. **Quie**. You would have more than the $300 critical mass available. I will take this one step further.

Mr. **Meeds**. I yield to the gentleman.

Mr. **Quie**. Thank you.

You would then have that large amount of money for the poor kids that happen to be in that school with 500. In the other school, all 300 are not educationally disadvantaged. A large number of the nonpoor may be educationally disadvantaged and you still let them out except they can share in the money that came because of the poor kids.

Now, I know there is a high correlation from test scores showing that in this school the educationally disadvantaged are poor and the ones that are advantaged are not poor.

In fact nobody seems to run that test except the office of education and they never do it. That is what really bothers me.

No one goes any further than what they have to because of the Federal law it seems and I just would like to add that.

The gentleman has shown me a scientific study, I believe it. You have all kinds of bias. I think our purpose here is to help those kids who are educationally disadvantaged. They are not meeting their potential no matter what their income is and we ought to help them because they are going to be a problem for us here in the Federal Government later on. There are a lot of things with which I disagree in the Jencks studies but one of the things he showed is that just because you grew up in a family that had means it does not mean you will continue to have it.

In three generations you are back to shirt sleeves again.

Chairman **Perkins**. Let me ask the gentleman one question here. Just tell us your suggestion on how you feel the achievement level of the disadvantaged can best be improved. Just make that suggestion to this committee right now.

Dr. **Gousha**. Well, I think I would respond, Mr. Chairman, by saying first of all that programing through attention to the needs, the interest of that youngster is needed. There has to be along with that, however, the influence of the home: The belief that the school opportunity that is there for that youngster is going to be of great advantage to him. In some of our schools, once parents were involved, once the community was involved in those schools, there has been a different attitude toward school.

With that kind of a setting, we then address ourselves to the needs of that youngster in terms of programs to provide success opportunities for him, building upon success. I think in addition to the needs that youngster has for being a part of success, being a part of a school community that says school is important—which must stem from the school atmosphere—programing ought to be geared to a youngster's needs rather than fitting a youngster into a program. I think a wide variety of approaches to certain goals should be available.

The secondary level is important, because the student has a more meaningful involvement in what direction he is moving in.

Chairman **Perkins**. Mr. Meeds.

Mr. **Meeds**. Thank you, Mr. Chairman.

Just one more question.

Mr. **Quie**. Would you yield?

Mr. **Meeds**. Yes.

Mr. **Quie**. I think that was a tremendous answer. To what extent are you doing it now?

Dr. **Gousha**. To what extent?

Mr. **Quie**. Yes.

Dr. **Gousha**. I think we have moved. I would say that title I has been a part of this.

The involvement of parents in their school; setting the climate so that the school is open to that community, where they know that in fact this school is a part of their community, that kind of a working relationship, I think particularly in our inner city, has improved a great deal.

There is room for much improvement. I think the feeling of pride in a school, an opportunity to demonstrate the success of a school, for example, we are making progress there but I think it is not something that you achieve and then not work at it.

It is a continuing effort of relating the school to the community it serves and it is also an attitude of staff that says we are trying to have you grow as an individual rather than fit any conformity that we may be talking about.

I think we are making progress but much needs to be done.

Mr. **Quie**. Could you get a handle on that so you can give it to us for information? It would be helpful because when somebody says "I am making progress" it reminds me of my uncle. When they used to give an award in farming during World War II for their advancement he got a flag because he doubled his poultry production. He had a rooster and he put a hen in there.

Mr. **Meeds**. Let's get back off the farm. I would like to ask some questions about local direction and local control. You hear so much about good local direction and local control. I am sure I agree with that but I don't know that I always agree with the people's use of the terminology "local."

I am going to ask you a hypothetical question and ask you at the end to indicate to me in which of these two situations you feel there is more local control and local direction.

Assume, one, a title I program administered by the Federal Government where the money goes to the local school district on a formula basis. Guidelines set out the kinds of programs you are supposed to have. Illustration A.

Illustration B. Money goes from the Federal Government to the State government to the local government and the programs to be followed by the local government, local school districts, are prescribed and proscribed by the State and you are told what you can do with that money by the State.

Now, under which of those two situations is there more or less local control and local direction?

Dr. **Gousha**. I think I would be inclined, Mr. Meeds, to go with the first.

Mr. MEEDS. Would you like to tell us why?

Dr. GOUSHA. I want to be sure. Would you repeat the first for me; that the guidelines came directly from the Federal Government.

Mr. MEEDS. Federal Government, yes.

Dr. GOUSHA. To the local district.

Mr. MEEDS. Right. And the money goes direct to the local district and it is to be spent under those guidelines under programs drawn up by the local people to fit those objectives.

Dr. GOUSHA. As a city school system superintendent, I believe we would have input in the development of those guidelines which would reflect more nearly my urban interests in terms of the national goals. I am thinking in terms of title I.

Mr. MEEDS. So when some people speak of local control and they really mean State control, it may not be as local as programs directed by the Federal Government.

Dr. GOUSHA. In terms of local control in each of the States the State has the constitutional responsibility. It is only through their delegation for example of their responsibility to our board of school directors that we have any local control and I think it depends on the guidelines under which you function as to whether really the local is local.

Mr. MEEDS. What I am trying to bring out is simply that giving money to States and saying that they should give it to the local school districts does not necessarily guarantee local control in that terminology, local school district.

Dr. GOUSHA. That is correct. I have served in a State capacity at one time, a State superintendent. I know the problems of the State department of public instruction in many States. I know the difficulty they have in recruiting, I know where they recruit, where their personnel comes from.

We are the only major city in our State and our problems are unique to many areas of Wisconsin. If personnel is not fully aware—and here again we had some progress in that regard because we do have a full time liaison with the State department of public instructions who lives with us. He carries the message back but it is pretty difficult for him to permeate the State department total staff.

As recently as last week I addressed a letter to our State superintendent, who has been very cooperative, but in his organization they deal with our school system kind of like they would a smaller school system when we have 160 schools, even in the communication shops.

The strength of that State department is a combination of rural and suburban. Let's face it, in our State that is kind of a combination versus the city slicker and we are not always given what I think are top priorities in terms of the State's responsibility for education.

Mr. MEEDS. There are a legion of illustrations of the imbalance of educational funding at least prior to many of the guidelines of many of the programs under elementary and secondary education, under innovations which the gentleman from Minnesota stated, and I joined in, in funding for vocational education requiring a better distribution of those funds. It is very clear the political power was in the States. It was not in the big cities. It was not in the big cities. This is brought about directly again by this political power base.

Dr. GOUSHA. Sometimes I am a little prejudiced in that regard. All I point to in my State is that I am getting about 15 cents on the dollar from the State which has constitutional responsibility for education, 15 percent. I think the average from State support for other districts in the State is about 30 percent, it is over double.

Now the very fact in itself says to me that politically I am on the short end and if I look at the tax rate in my city I know that I am on the short end again, I am reminded every day, and yet I do believe that with greater investment of funds the concentration of the disadvantaged that we have, their lot and their potential can be greatly enhanced.

Chairman **Perkins**. Any questions, Mr. Mazzoli?

Mr. **Mazzoli**. No.

Chairman **Perkins**. Anything further?

Mr. **Meeds**. No.

Chairman **Perkins**. Thank you very much. We appreciate your appearance here. Just keep your seat and we may have some questions to address to all four of the witnesses from the Council of Great Cities Schools when we conclude. We will listen to the panel first.

We will hear from you first, Mr. Gittings. Go ahead.

STATEMENT OF CLARENCE GITTINGS, ASSISTANT SUPERINTENDENT, BALTIMORE CITY SCHOOLS, ACCOMPANIED BY RAY HAMILTON, STATE/FEDERAL LIAISON

Mr. **Gittings**. Mr. Chairman I have asked Mr. Ray Hamilton to sit with me. He is our State-Federal liaison man. I think you have copies of our prepared statement, it is a six-page statement identified on the last page.

Mr. Chairman and members of the Education Subcommittee of the Committee on Education and Labor, I am deeply appreciative of this opportunity to speak to you on behalf of the boys and girls of the public school system of Baltimore City.

I come to you in their interest hoping to convince you, and through you other Members of the Congress, of the extreme urgency of the maintenance of all programs presently supported through ESEA funding.

Actually, I believe I am remiss in asking you consideration for a maintenance of current programs and projects, for those of us who work intimately in public school settings know that these programs need to be enhanced and made available to a greater number of youngsters.

The projects supported by ESEA funds have given public school students who have never before had educational opportunities equal to those opportunities provided for their counterparts a chance to learn and earn, to gain self-respect, to gain salable skills and to look forward, with some degree of reality and possibility, toward becoming a part of the mainstream of American life.

Let me be specific as to what I am trying to say. In Baltimore City, we have 189,000 public school students. Of this 189,000, above 70 percent belong to a minority group. Approximately 45 percent of these youngsters may be classified as disadvantaged—that is, educationally disadvantaged—and they are operating educationally at a level lower than their peers with whom they must compete.

There are generally accepted reasons as to why these young people are operating at these lower levels. I do not have to remind you of them: poor housing, unemployment or underemployment for their parents, a history of inadequate school building facilities, a dearth of textbooks and educational materials, and so forth.

Since 1965 these youngsters have had the opportunity to share the goods of the educational system. True, they have received compensatory services in a desperate attempt to make up for some longstanding ills. Social ills are self-perpetuating.

Therefore, we cannot right the ills of 100 years within a 6-year time period. But contrary to what might normally be expected, we have made tremendous inroads. This can be evidenced and supported by the facts that follow, and I would say here that these are just two simple facts that I would like to insert into the record.

One, we have an early admissions program supported by ESEA funding, and statistics prove that on the primary mental abilities test given in kindergarten and grade 1, early admissions pupils score significantly higher than pupils who have not experienced early school admissions.

Overall, pupils with early school admissions experience tend to do better in the primary grades than similar students who have not had the experience.

Secondly, at the elementary level in April 1971, grade 3 identified pupils measured 2.2 in reading. Grade 5 identified pupils measured 3.3, a gain of 2.1.

In other title I schools not participating in the program, grade 3 tested at 2.5 in 1971. Grade 5 tested at 4.2, a difference of 1.7. Citywide, grade 3 tested at 2.7 and grade 5 at 4.5, a difference of 1.8.

This indicates that on an average pupils who were serviced by ESEA title I programs made a 3- to 4-month gain greater than the other pupils in the Baltimore City public schools. This does not sound like a tremendously significant gain but when you think in terms of the fact that the identified pupils traditionally have made less gains than any other pupils in the system when they are now making some greater gains, statistics do become significant.

For single median gain in months on the reading comprehension subtest of the Iowa test of basic skills, identified pupils made a gain of 7 to 8 months in the third grade, 7 months in the fourth grade, 10 months in the fifth grade, and 12 months in the sixth grade.

Title I nonparticipating schools made a gain of 8 months in the third grade, 7 months in the fourth grade, 9 months in the fifth grade, and 9 months in the sixth grade.

Citywide, pupils made 7 months gain in the third grade, 8 months in the fourth, 10 months in the fifth grade, and 9 months in the sixth grade.

Again, these data show title I identified pupils who normally are expected to operate at a lower level than their peers made as much gain or more than their counterparts at each grade level in later elementary school.

Based on the simple fact that we are beginning to make some progress; that we are beginning to see youngsters that feel good about themselves and know how to read, know how to compute and whom we have every reason to believe will be able to "make it" in the greater society later, we cannot take the chance of turning them back into potential welfare recipients, potential delinquents, potential antiwork-oriented individuals, or potential criminals. To do such would be a sin against God and man.

Let me restrain from getting emotional and simply say that I implore you in the name of an urban community that has evidenced its will to work and to live and to improve, not only a continued funding of all ESEA projects but a greater funding of the kinds of supportive and auxiliary services that will enable us in public education to do an adequate job for society's young people.

And as I implore you to work with other Members of Congress and the Administration in a determination to make funds available, I with as much fervor implore you to expect of us who operate on the front lines of education to weed out any program that is not producing, to guarantee that every dollar provided will be spent solely in the interest of the boys and girls who need this service and force those of us who may be a bit hesitant to accept the challenge of absolute accountability for a good education for all of our citizens, thus guaranteeing the future of our Nation.

I would like to thank you again for the opportunity of making the presentation.

Mr. MEEDS (presiding). I thank you very much.

I think what we will do is continue with the gentlemen and then ask questions at the end.

Dr. Lehne?

STATEMENT OF DR. ARTHUR LEHNE, ASSISTANT SUPERINTENDENT, CHICAGO PUBLIC SCHOOLS

Dr. LEHNE. Arthur Lehne.

Dr. Redmond had planned to be here with us today but because of factors centering around our budget he was not able to come, so I am privileged to present in part his statement and to share with you some of our problems and concerns and I think ideas that may be helpful to your development of H.R. 69.

Chairman PERKINS. Without objection your prepared statement will be inserted in the record.

[Statement referred to follows:]

STATEMENT OF DR. JAMES F. REDMOND, GENERAL SUPERINTENDENT OF SCHOOLS, CHICAGO, ILL.

Much has happened to the urban schools of America during the four years that have intervened between the hearings held on H.R. 514 in February of 1969, and these hearings today on H.R. 69, dealing with extending programs of assistance for elementary and secondary education.

Chicago strongly supported the extension of ESEA four years ago. We continue to have faith in ESEA and support H.R. 69 today. It is essential legislation! Although none of us in America's great cities have made the magnitude of progress that we had hoped, it is unbearable to rationalize where we would be today without the knowledge and without the gains in educational services made available to the children in need of this extra lift through Title I assistance.

Chicago is privileged to again have this opportunity to share its experience with this distinguished Congressional committee. We share with you our continuing commitment for equalizing educational opportunities and we appreciate your support. Four years ago when we testified on ESEA extension, we documented the unfortunate financial position facing Chicago in 1969 when the Board adopted a school budget that fell $58 million short of meeting what we felt to be our basic educational commitment. We testified then and we reiterate again today of the need of flexibility in federal funding to provide in addition to categorical aid, some measure of general assistance to keep urban schools open.

Each year since 1969, we have fallen farther and farther behind. This has occurred in spite of increases in state aid and local effort made by the taxpayers of the City of Chicago. In our calendar year of 1972, now only one month behind us, our finances led us to adopt a budget with a $98 million shortage; a budget that resulted in our eliminating 1,000 positions, and the termination of many essential ancillary services to children. Our fiscal shortage led to closing schools five days early in June, and finally to borrowing $33 million from a building bond rehabilitation fund to complete the school year.

This calendar year of 1973, with the drastic cuts in services already made and almost all still in effect, we have adopted a budget worth $69.8 million. If we convert the shortage to days of operation, it represents an equivalent of 31 days unfunded for the education of the children of the City of Chicago. In other words, we have known funds only to carry us to November 7.

So much in the way of recent history as it relates to our ability to maintain fiscal integrity and to maintain minimal educational services within the financial resources available. As we react to H.R. 69, dealing with the extension of the Elementary and Secondary Education Act, we know that we are reexamining a policy for the continuation of a lifeline for children whose lives would be impossible, from an education standpoint, without this assistance. Our concerns are primarily directed at how the bill can be made more effective; how we in the city can get a greater educational return for the children served; how we can release the knowledge, commitment, and incentive of local and state resources closest to the schools and to the children to make the program as effective as Congress and we who are the operating line know can be done.

Of the 560,000 students attending school in the City of Chicago, 262,000 are identified as children in low-income families. Of this number, we focus ESEA assistance on approximately 44,000 children—slightly less than 17% of the children who need this help. Rather than to think about curtailing categorical aid, we need to be thinking about multiplying and fourfold. If federal funds are to be focused into areas where the needs of children are greatest for personal survival, it can be concluded on the basis of our preliminary analysis of H.R. 69, that this is unlikely to occur under the funding patterns in the bill.

By drawing the poverty line at $4,000 and making eligible the children from 5–17 under that line and then using upward of the $4,000 income level for AFDC-eligible children, ESEA–AFDC eligibility for Chicago's children will be almost totally wiped out. Chicago's 1971 AFDC eligibility under the aid formula is 193,000 AFDC children. These are real children, not census children, that have high mobility.

With the $4,000 poverty line, the eligibility for the entire state of Illinois for these unfortunate children will be only 19,000, of which approximately ⅔'s attend the Chicago Public Schools. It seems short-sighted indeed to close the door to aid for these children under our commitment to undo wrongs that have been done to inner city, urban children who come to school with the highest degree of educational disadvantage. The formula, as we interpret it, can do little but continue the personal tragedy for these children and their families whose sole line of dependency is public assistance. Would we not be negating what all of us believe to be a strong commitment to justice for disadvantaged children.

It is our hope that a more equitable or precise formula can be devised that takes into account the high mobility of the urban poor within the city. We do not know precisely what that formula should be, but we do know of the high correlation between the AFDC child and reduced school progress unless extra aid is given. We do know that precise methods of accounting for these children annually are available.

The 43,000 low-income children we are now focusing on in Chicago through special ESEA programs (out of the 262,000 children), are those in the lowest quartile of school achievement in the ESEA-eligible school attendance areas of the city with the highest percentage of disadvantaged children. By allocating $350 for each of the eligible children in the schools with the highest degree of poverty, which we call focus schools, and then by concentrating these funds on the eligible children fartherest behind in these schools, our level of supplementing the program of education for these children is from $500 to $700 above the average daily membership costs for elementary school children (or approximately $1,000). The results we have attained are not yet dramatic. Results are better in some programs than in others. Our test records do show that we are making real progress. We have bottomed out. The school achievement curve is up.

Keeping in mind then, that working with the lowest fourth in the areas of lowest school achievement, last year—1972—we have been able to make average gains in reading of 5.5 months in an 8-month period, as compared to the prior year for the same target population when we were able to make only 5 months' gain for the average child who comes to school with the greatest degree of learning retardation. Unfortunately, the kinds of guidelines under which we operate provide that once we get the child on the road to learning and pointed in the right direction, and before we can complete the job, we must substitute our focus child for other children.

When one considers that the rate of mobility of children in high poverty areas is 50 percent or more, getting longitudinal studies is an almost impossible task. This then brings us to the point where it is appropriate to suggest changes in ESEA operation that warrant the attention and the collective wisdom of his distinguished committee.

It is necessary that pupils be permitted to continue in essential ESEA program activities after they have made solid gains to assure ourselves that we have removed the barriers imposed by educational remediation. Eligibility should be extended to a minimum of two years for a child in this program, and preferably 3 years. This we think can be done through guideline modification.

Of equal importance with this focus on children's educational growth, is criteria dealing with the status of a school's eligibility. In our concentration of educational services to children with special needs, we believe that once a school is identified as a focus school and the children eligible for a concentration of services then that school should maintain that focus and eligibility status for two years, with a phase-out to come in the third year if it drops out of the "top 40"; thus providing to a school system the opportunity of meeting needs through other approaches and not pulling the rug out from under an attendance district that is making progress.

Guidelines for program operation are essential and important, and in most cases, actually helpful to the management of categorical programs. Much as we need general assistance and important as it is that general assistance come and come soon there cannot be and must not be any cutbacks in the ESEA categorical program of assistance for children who are highly educationally disadvantaged.

By removing children residing in public housing within the definition of federally-connected children, we do a disservice to equalizing educational opportunities unless provisions are made through other measures to channel and focus educational assistance where the need is greatest! It can be argued, and justifiably so, that no greater form of impact exists than that centering around the children in public housing. It is important to maintain a channel to provide fiscal flexibility for school operation where there exists large concentrations of children with special needs.

One of the most promising approaches for federal assistance to heavily impacted school districts would be through provisions for allocation up to 30% of supplemental Title I entitlement to be used for specific relief for educational services where there exists large concentrations of low-income children. Were this measure funded with new monies, one of the most essential and necessary steps will have been taken to solve a crucial problem involving the fiscal integrity of school systems with high concentrations of disadvantaged children.

It is difficult for even the most knowledgeable and the most committed Congressmen seeking attainment of the goal of meeting the educational needs of children who are now losers to realize the great numbers of children with unmet needs who need to be served by urban schools. Yet the children are there throughout America. They come through our schools but once! If because of our inability to commit the meeting of these needs as a national priority, the unbearable wants associated with not providing for these children's needs is perpetuated and the crisis America now faces will continue.

For some, the magnitude of the problem of numbers is almost beyond comprehension. For us, it is not. If we were to visualize school children of Chicago with unmet educational needs, because of short-sighted fiscal policies, we would have a dramatic illustration of the job to be done just in one city. If we select U.S. Highway 55, which cuts through the rich farmlands of Illinois from Chicago to the State Capital at Springfield, and then beyond, and if we start at the edge of the City of Chicago and allow one foot of highway space for each child, his teachers, and back-up personnel who staff schools, these 560,000 children and 42,000 men and women who serve them would form a line that would extend all the way to the City of Bloomington, over 100 miles away. The first 75 miles of these children are those children who are part of the urban disadvantaged who are dependent upon the wisdom and commitment of this Congress for educational aid. Motorists driving down that road will drive for an hour and a half before the last child is passed.

It is for these children that we must provide a doubling and a doubling again of Title I monies to make the difference. These children can be helped on to

America's escalator through education designed for each child as education that has worked so well for so many before and can work again if we have the faith and commitment.

Dr. LEHNE. Much has happened to the urban schools of America during the years that have intervened when Dr. Redmond and I appeared before this distinguished committee and talked about H.R. 514.

Much of what has happened has not been good although there has been a great deal of progress which I would like to share with you.

Chicago has had a number of fiscal difficulties. When we talked about H.R. 514 we had just finished adopting a budget—in 1969—that fell $58 million short of our very basic needs.

Each year since 1969 we have fallen farther and farther behind in terms of having sufficient funds to carry out a basic educational program. The last year, which we just completed, we were on a calendar year budget. We were forced to adopt in 1972 a budget that was $98 million short and in that budget, we separated about a thousand employees at the beginning of the year.

We closed schools 5 days early in June, laid off all employees including the superintendent. We have terminated a number of very necessary, ancillary and support services.

Then finally when we came into the month of December the only way we were able to operate schools was to go and borrow some $33 million from the Building Rehabilitation Funds.

Now we have just completed our adoption of a 1973 budget and that budget falls short $69 million in terms of providing for a full year of operation.

In other words, we now have in the budget for the city of Chicago for operation of schools for the current year only enough money to carry us to November 7. That leaves us 31 days short of meeting our basic obligations to all children, including the most disadvantaged of which we have a large number.

Now, in reacting to House bill 69 dealing with the extension of the Elementary and Secondary Education Act, I would reiterate again what we reiterated 4 years ago, that we consider ESEA to be an absolute lifeline for our most disadvantaged children.

We supported it then, we support it now with enthusiasm. Our concerns are primarily based on how it can be made better, how we can get a greater education return for the children we serve, how we release the knowledge and commitment of staff and local commitment, how we can work with Congress to make the programs more effective.

Of the 560,000 children who attend school in Chicago, about half qualify as children in low income families. We focus on about a fourth of them, slightly less.

One of the things we are concerned about in the present bill is that if we draw the poverty line at $4,000 and make eligible those children from 5 to 17 under that in terms of the $300 impact figure, we then are leaving out in terms of our counting procedures most of the 193,000 eligible AFDC children now in the present bill.

We think this is wrong, because the census child is a highly mobile child, he moves around and it is hard to identify him. But that AFDC child, we can count him, we know he is there, we know his problems. We think this should be a factor taken into consideration.

Under the data that we have seen, Illinois would have only 19,000 children in that category, of which we would have approximately two-thirds. We think it is wrong to close the door in terms of making those children an important part of the counting system.

Now we focus on about the lowest poor children in terms of low-school achievements. By focusing that $350 per child in those schools with the highest incidence of poverty and then working with the lowest poor child, the children who are farthest behind, we are able to focus between $500 and $700 on these children over and above our average per-pupil expenditure of about $1,000 in the elementary school. Our results have not been dramatic; they are more dramatic in some programs than they are in others. But we are convinced on the basis of our test records that we are making real progress, that we have bottomed out and that the school achievement curve is up.

In response to the question that Dr. Gousha answered so ably that you posed, Chairman Perkins, as to what we think are the most important areas in expending these Federal monies, I would reiterate two points he made:

One, it is almost hopeless unless we work with the parents, unless we get pretty deep parent involvement.

The second factor is children involvement, which we have found to be the most successful of all programs we put into the field.

The problem is that there are so many youngsters who need the aid that it is not possible to forget all those children in the 1st grade through the 8th grade and just concentrate on that prekindergarten child and his parents, because those children are going through school just once and we have to reach them.

To me, there is no more vital area than early involvement, involving the parent in working with that child before we lose him to the street or to the gang, and by doing that our results are absolutely dramatic. I think you reiterated the same point.

In areas where normally you could expect in areas of high poverty 40 percent of the children to be ready to read, when we are involved with the child and the parent at 3 years of age he is ready to read at the 1st grade. The facts are absolutely there. Ninety percent of those children in an early involvement program are ready to read, many of them are alredy reading.

So I think these are two of the most promising factors—early involvement and involvement of the parent.

It is necessary, I think, in order to make the gains that we have begun to make, to take a very, very hard look at the guidelines, the operating rules under which we operate these programs. I have been involved in ESEA from its very inception and I have talked to you, Chairman Perkins, and others about it. We think it is a good program, we think it can be made better.

We think that a lot needs to be done in terms of the guidelines under which we operate. We think home rule is important. We also recognize, as Dr. Gousha did, that there is an absolute erosion of the sanctions that have been basically a part of school boards. We don't control as many of the variables as we used to, and that is why we think categorical programs are important, that is why we think ESEA is important.

We think guidelines should be loosened, and applyed more intelligently. We don't think it should be necessary that once we get a child over the hump, once we get him heading upward, once we get him in an escalator, that then we say, "All right, we take you off, you are making progress," and then we go down and pick up some other child.

We think we should be permitted to work with the child at least 2 or 3 years.

Now one of the difficulties with the title I child is that he is highly mobile, particularly in the urban areas. I don't think this is true in the rural areas, but in the cities he moves around a great deal, because of inability to pay the rent, health problems, a whole variety of factors.

So our longitudinal studies are extremely difficult to maintain. We believe that if we can focus on that youngster, if we can maintain the eligibility of a school greater than a 1-year period, so that we get the staff pointed in the right direction we can continue to make the kind of progress necessary, then we are going to, I think, get a much better track record than we have had in the past.

Let me make two other comments in particular. I think it is a mistake to drop the "C" pupil. The public housing has an impact on that child. Ten percent of our children in Chicago, in the poverty areas in particular, are living in public housing. Imperfect as that definition may be, I don't think there is a better way of providing aid to the children with greatest need with the fewest strings, with the most direct connection to a local school system, than by using that measure.

Another area that I think warrants very serious attention by this committee attempting to approve title I is what is part C in the present act, which deals with flexibility, 30 percent of the title I moneys after we have made the allocation of $300 per child. But if we take 30 percent of the title I eligibility and then put additional funds into that area to serve areas of high impact needs, I think that we would materially improve our distribution system and make our programs more effective.

We have tremendous concentrations of children with special needs in the city. If we started in Chicago and lined up the children, starting at State and Madison Streets, we would go all the way up to Kenosha, Wis. Allowing each child and the 42,000 teachers and backup personnel one square foot on that highway, we would go all the way to Kenosha, Wis., before we ran out of disadvantaged children. That means you would be driving for 2 hours to go between our city and the city of Milwaukee. If we continued to extend those children, we would reach way beyond the borders of Milwaukee.

So it is a big problem, and what we need to be talking about, in order to get at Mr. Meeds' question, we need to be talking about extending the ESEA, providing that categorical aid, building in flexibility, building in some general assistance somehow through title I, and then providing through Federal funds about a fourfold increase in the amount of money allocated to eradicate many of the major problems that we are facing in its operation.

Thank you, Chairman Perkins.

Chairman PERKINS. Thank you for an outstanding statement. We will get to questions in a few moments.

Our next witness is Dr. Moffat, assistant superintendent of the Chicago public schools.

Go ahead, Doctor.

STATEMENT OF DR. JAMES MOFFAT, ASSISTANT SUPERINTENDENT, CHICAGO PUBLIC SCHOOLS

Mr. MOFFAT. Mr. Chairman, I am James G. Moffat, assistant superintendent, Chicago public schools. I will address myself to some of the problems we face in implementing programs under provisions of this legislation and offer recommendations which I feel will be of benefit to many school systems as they develop ESEA programs.

The CHAIRMAN. Without objection, your prepared statement will be inserted in the record, and you may proceed in any manner you prefer.

Mr. MOFFAT. My comments relative to title I fall into four categories: (1) determining eligibility of school attendance areas, (2) determining pupil participation, (3) funding procedures under title I, and (4) comparability requirements.

For a local school district to apply for ESEA title I funds a list of eligible ESEA title I schools must accompany the project application. Although fairly explicit guidelines are provided through the Federal and State offices of education, an annual gathering of this type of data in the large urban school system is an expensive, complex, and time-consuming process.

Moreover, the need to do this every year creates a time lag that seriously hampers the development of educational programs by each school.

It also creates a situation in which, because of changes in citywide or neighborhood conditions, a school may be on the ESEA list one year, off the second year, and on the third year. As schools move on and off the eligibility list, education activities must be implemented, closed, and then reinstated.

Aside from the administrative, technical, and educational problems this procedure raises, it creates serious difficulties with our school communities. Parents cannot understand why their children are suddenly ineligible to participate in ESEA title I programs, especially when their own economic situation has not been altered.

Furthermore, as pupils are shuttled back and forth in these programs, any gains that could be attributed to participation in an ESEA title I program are diminished if not completely eliminated.

Because of these problems, I recommend that once a school eligibility list for ESEA title I programs is determined, that that list be maintained for a period of 3 years with the provision to include additional schools in neighborhoods that experience severe economic decline.

This change in policy would assure the continuation of an ESEA program in a school for at least 3 years and provide each child participating in the ESEA title I program the opportunity to benefit from this experience for that period and thus give him greater opportunities for success.

For the current ESEA title I program in the Chicago public schools, funds were channeled to Chicago through the Office of the Superintendent of Public Instruction of the State of Illinois, based on a per capita allocation for the number of low-income children identified in the 1960 census and the January 1972 listing of low-income children whose families were receiving AFDC assistance.

The guidelines mandated that in developing an ESEA title I program only the most educationally disadvantaged children residing in low-income areas could be served. The Chicago public schools title I program for this year focuses on 51,701 of 249,791 identified low-income youngsters.

In developing this program, two problems became readily apparent: (1) the ESEA title I programs, because of the mandate to serve only the most educationally disadvantaged children, serve only one-fifth of those children residing with low-income families; and (2) children who speak a language other than English as their first language put whose families do not receive AFDC payments are deprived of title I services because their geographic area will not be designated as an eligible title I attendance area; yet these children may be severely educationally deprived as a result of their language problems.

I recommend that (1) funds be appropriated at the full ESEA title I authorization level so that some services can be given to all educationally disadvantaged youngters residing in low-income areas; and (2) the guidelines be altered to permit school systems to develop programs to serve all youngsters identified as educationally disadvantaged who are residing in low-income areas.

The manner in which ESEA title I funds are authorized, appropriated, and distributed to local educational agencies does not allow sufficient leadtime for adequate planning. For example, as of today, the board of education of the city of Chicago has not been informed of the final ESEA title I allocation to the Chicago public schools for the current program which ends August 31, 1973. This makes it difficult to revise current programs or plan summer activities.

To provide continuity of title I activities and to allow time for long-range planning, I recommend a 3-year funding period similar to that of ESEA title III. Further, I recommend that within this 3-year period, allocations for each year be available 6 months before the program is scheduled to be implemented.

The efficient management of title I money is further affected by the manner in which these funds are disbursed. Currently, title I is operated on a reimbursement basis. The Chicago public schools therefore must expend local educational funds to pay title I bills and then submit a request for reimbursement from the State office of the superintendent of public instruction.

It is not unusual for a 90-day period to elapse between the time that a request for payment is made for an expenditure and the time reimbursement is received.

Since the Chicago public schools operate a $3 million-per-month title I project, approximately $9 million of local funds are being used continually to operate ESEA title I programs.

To alleviate the excessive financial burden imposed on large school systems, I recommend that ESEA title I be operated as a funded rather than a reimbursable program.

Federal ESEA title I guidelines mandate that school systems prepare a comparability report which shows that non-Federal expenditures for each school participating in ESEA title I programs are comparable with the average non-Federal schools not participating under ESEA title I.

This guideline was developed by Federal officials to assure them that ESEA title I funds were being used to supplement rather than supplant the services given to children participating in ESEA title I programs.

This annual comparison, referred to as the comparability report, must be made in the following five areas: (1) per pupil instructional salaries not including longevity pay; (2) per pupil expenditure for textbooks, library resources, and other instructional materials; (3) the ratio of pupils to classroom teachers; (4) the ratio of pupils to auxiliary teachers; and (5) the ratio of pupils to instructional civil service staff.

Although the concept of this report to show comparability of non-Federal expenditures is a worthy objective, the requirement of having to provide comparability separately for each of these five areas restricts experimentation, and prevents individual schools or groups of schools from developing instructional programs to meet the specific needs of their pupils.

For example, if one of the three administrative areas into which the Chicago public schools are divided decided to experiment in all of its schools, ESEA and non-ESEA, with a plan which would decrease the number of classroom teachers and the amount of money spent on textbooks, and use the money saved by this to effect an increase in teacher aides, counselors, and equipment, such a move would make the ESEA schools in that area noncomparable in per pupil expenditures for textbooks and in the three personnel ratios.

In order to reestablish comparability, the board of education would then be required either to include in the experimental plan all schools in the other two administrative areas or to abandon the experiment.

Under the present definition of comparability, this would be necessary despite the fact that the total per pupil instructional cost in the experimental schools had not changed.

Since some yardstick must be used to insure that local school districts will use ESEA title I funds to supplement rather than supplant funded instructional activities, I recommend that instructional salaries (not including longevity pay) be established as the sole criterion in formulating comparability. This would afford each school local options in meeting the individual needs of its pupils by allowing it to allocate its total financial resources as it chooses and yet assure the Office of Education that ESEA title I funds are not supplanting local funds.

Although ESEA title I is the single largest source of Federal revenue in the Chicago public schools, other titles of ESEA have provided funds on a limited basis to assist us meet the needs of our children. The implementation of these programs has not been accomplished without difficulty.

I would at this time like to address myself specifically to titles III, VII, and VIII of ESEA.

ESEA title VII provides funds to local school systems to develop pilot programs in bilingual education. As of September 1972, 11 percent or 61,900 of the children enrolled in the Chicago public schools were of Spanish background. More than 160 of our schools enroll 5 or more Latin-American youngsters.

In November 1971, our annual survey of pupils whose first language was other than English indicated that there were approximately 47,000 children in need of assistance due to an English language deficiency. Of these, 38,000 were children whose first language was neither English nor Spanish.

Despite the enormity of this problem, the Chicago public schools today, have only $591,000 of ESEA title VII funds to implement programs serving 1,014 youngsters in nine schools. I would parenthetically note that in our title I project we have one program, teaching english as a second language (TESL) which is funded at $2.2 million and serves 5,500 youngsters.

I recommend that ESEA title VII funds be removed from the competitive arena and funds be allocated to local school districts on a per capita basis. This would obviate Chicago and the State of Illinois finding themselves in the present situation of receiving a share of title VII funds disproportionate to our Spanish-speaking population.

Additionally, funding title VII in this manner would permit each school system to concentrate its title I resources on meeting the needs of low-income youngsters and freeing title VII funds to meet the needs of youngsters whose first language is one other than English.

ESEA title VIII provides funds for the development of dropout prevention programs. Since 1969 there have been no new funds appropriated under provisions of this title. The Chicago public schools have never had the opportunity to participate in this program. That the need for these funds in Chicago is present is evidenced by these statistics: In the 1971–72 school year, 12,300 high school youngsters withdrew voluntarily from school. These youngsters represented 8.7 percent of the total high school membership of 141,478.

I urge that funds be appropriated for ESEA title VIII so that school systems might develop programs to meet the needs of the dropout and dropout-prone youngsters.

I appreciate the opportunity to come before you today to share with you some of the problems and offer some of the recommendations as I see them from the vantage point of the implementation stage of Federal programs. I hope that as we look upon ESEA from our own vantage points, we can, working together, make ESEA better for the children we serve.

Thank you.

Chairman **PERKINS.** Mr. Harris.

STATEMENT OF LARRY HARRIS, SPECIAL ASSISTANT TO THE SUPERINTENDENT FOR URBAN AFFAIRS, MINNEAPOLIS PUBLIC SCHOOLS

Mr. **HARRIS.** Mr. Chairman and members of the committee, I am special assistant to the superintendent for urban affairs in the Minneapolis Public School District. I speak today for Dr. John B. Davis, Jr., superintendent, who is in Minneapolis dealing with some budget cuts in the crises of our schools.

I appreciate the opportunity to speak before this committee today to share some of the efforts that our school system is making to provide educational opportunities for all children in Minneapolis which will provide our students with dignity and competency.

The Minneapolis public schools currently educate 61,590 students in 92 regular schools and 27 special education stations. In addition to the 61,590 public school students in Minneapolis, approximately 11,800 students attend private or parochial schools.

The Minneapolis public schools are governed by a seven-member elected board of education. The unpaid board members are elected at large and serve 6-year terms. Dr. John B. Davis, Jr. has served as superintendent of schools since 1967. He leads a certified staff of nearly 4,000 persons.

Minneapolis has the largest school district in the State of Minnesota. We face most of the problems confronting the districts in cities throughout the Nation.

Loss of students.—We have lost 8,560 students since 1968 and estimate that we will lose an additional 5,000 students by 1975.

Concentration of disadvantaged students.—12 percent of our student body came from AFDC homes in 1968, and 28 percent in 1973; 11 percent of Minnesota's families lived in Minneapolis in 1971, including 31 percent of the State's families on AFDC.

We have had a slow, but steady increase in minority group enrollments.—10.7 percent of our student body came from minority group families in 1968, and 15.9 percent in 1972; 80.8 percent of our black elementary school students attend 12 of our 66 regular elementary schools; 22.8 percent of our 1,486 American Indian elementary-aged students attend 4 of our 66 regular elementary schools.

Five of our 92 regular schools have a student body of more than 60 percent racial minority group students; 23 of our 66 elementary schools have minority group enrollments of less than 5 percent.

Our system is currently under an order of the Federal district court to implement a 3-year desegregation/integration plan which involves the construction of three expanded community elementary schools, additions to five elementary schools, and one new elementary school.

The desegregation/integration plan calls for changing a number of secondary school attendance boundaries, converting five junior high schools into schools serving grades 7–8 and three senior high schools into schools serving grades 9–12. One junior high will serve only ninth graders and one junior high will be completely phased out as a secondary school and converted into an elementary school.

This plan will move the district toward integration, but at great dollar costs including: $19,150,000 for new school construction and school rehabilitation, $544,000 for in-service human relations training for faculty and staff, and $198,000 in local dollars for transportation.

These necessary costs are justifiable, but they come at a time when budget shortages seriously threaten many educational programs.

Concentration of special education students.—The Minneapolis Public Schools educate approximately 6 percent of Minnesota's public elementary and secondary students, but 15 percent of the State's special education students. We receive tuition from suburban districts to defray the costs of the physically handicapped and hearing-impaired nonresident students we educate, but inadequate State support for the vast majority of the special education population in our schools. Ten percent of our 1972–73 local budget will go for the disproportionate number of special education students enrolled in Minneapolis.

We have an old physical plant. Nineteen of our buildings in use are over 76 years of age. We will replace 14 of the oldest buildings by 1975, but the high cost of land acquisition and the added costs of helping displaced families find new housing units are such that we will not be able to bring our plant up-to-date without outside assistance.

The newer school buildings in the suburbs surrounding our city help to attract families who are needed to keep the city viable.

The concentration of low-income students and the diversity of population is illustrated in the table attached to the statement. The table compares schools serving concentrations of AFDC students with those serving populations with few students from AFDC families.

As part of our ongoing effort to become more accountable to the community we serve, we published a document entitled "Profiles of Performance" which gives socioeconomic and test score data on every school in our district. We have also isolated building by building instructional cost and enrollment-staff ratio for every building in our system for the 1971–72 and 1972–73 school years.

The instructional costs per students in the accompanying table are 1972–73 costs. We have provided a copy of both documents for the committee counsel.

I think it is important to note that we have included longevity in our cost. It tends to show the outlying areas having fairly high costs.

The accompanying table compares elementary schools with the greatest AFDC—54–73 percent—student population with nine elementary schools with the lowest AFDC—2–6 percent—population. Four junior high schools with the highest AFDC percentage of enrollment—47–63 percent—were compared with the four junior high schools with the lowest AFDC—5–11 percent—enrollment. Three senior high schools with the highest percentage of AFDC students—24–39 percent—were compared with the three senior high schools with the lowest percentage of AFDC students—3–9 percent.

You can see that our system has invested heavily in manpower and local instructional costs in the inner city high enrollment AFDC schools. All of the high enrollment AFDC schools are title I program schools. There are significant differences in test scores at all levels.

While the test scores are lower in the high AFDC schools at all levels, note that 36.6 percent of the graduates of the inner city high schools attend college and that those attending the University of Minnesota had a 2.33 (C) gradepoint average in the College of Liberal Arts.

Because of the diversity of students, we must provide a wide range of programs at our inner city high schools: remedial, social worker contact, counseling, nutritional service and health facilities, along with meeting the needs of the young American Indian, the future black leader, and the AFDC student who have potential to break the vicious poverty cycle; they need the opportunity for advanced science, access to the computer terminal, and advanced foreign language courses just as much as the student from a more affluent area.

We are attempting to provide a complete education for the child with limited ability and background and the child with great potential in the same building. To help both move to the maximum of their potential and retain a positive self-image while being able to accept others is our greatest educational challenge. The staff capabilities, curriculum options, and supportive services necessary to accomplish the task are costly.

This has been supplemented in an effort to give the best possible education to disadvantaged youth.

Before looking at some of the ways we are using and hope to continue to use local, State, and Federal dollars, I would like to share a growing concern facing our school system. We are getting increasing pressure from parents in the outer ring of Minneapolis to spend more money on their children.

Parents from outer ring schools indicate that their children should have all of the advantages of inner city schools—that is, better staff-student ratio, more teacher aides, materials from the instructional materials center, and more of the inservice staff development and human relations training which has been provided inner city teachers.

We have explained to parents that title I funds are dedicated to selected student populations and that we must maintain our effort in the inner ctiy in order to continue receiving title I funds. Some outer ring parents still want more money spent on their children.

Our State legislature added a dimension to the Minnesota foundation aid program in 1971 which gives each school district in the State one-half additional pupil unit of State aid for each AFDC child in attendance in any public school in the district. This recognition of educational overburden added some $4.5 million to the 1971–72 income of the Minneapolis public schools, but the percentage of State support of maintenance costs is less than 46 percent compared to 66 percent average for all districts in the State.

I will not attempt to cover all of the programs operating in Minneapolis with major or partnership support from Federal funds. That would take too much time and you should really have the opportunity to hear from some of our staff who live day-to-day on the line with students.

The sample of programs I will try to share with you will point to the range of educational opportunities we provide to disadvantaged youth.

Since support to urban education via the ESEA began in 1965, our system has absorbed nearly $2 million worth of programs entirely funded with Federal money. This has placed a severe strain on our local budget.

Our initial teacher aide program was totally funded with title I moneys. This year finds $500,000 in Federal funds mixed with $1.2 million in local moneys to support some 1,130 aides who add the human power to assist students in our system to learn about themselves, as well as subject matter.

The work opportunity center, which is a work-oriented secondary program for students who could not succeed, for whatever reason, in the traditional setting, began with total Federal funding under the old Juvenile Delinquency Act. It is now operating with local and State support, $270,000 local dollars will go into the WOC this school year.

We began a community resource volunteer program under a title III ESEA grant in 1967. The program now is locally funded and has over 1,292 trained volunteers who visit elementary classrooms to broaden the range of interests and subjects available to our students. The local support of the CRV program last year was some $55,000 plus a foundation grant of $8,300.

The system has also continued local support of a music demonstration center and a Twin City Institute for talented youth program initiated under title III sponsorship. So we are trying to carry out the programs we did begin.

There are some 10,000 Minneapolis children eligible for title I ESEA programs. These children attend 25 title I elementary schools, 5 title I junior high schools, 3 senior high schools, and 7 parochial schools.

The research and evaluation section of our district has coordinated the evaluation of the many programs we have developed to serve Minneapolis students. Evaluation results have led to the modification and improvement of several beginning efforts. We are pleased to see that evaluation reports show growth in reading and match performance in our inner city students. Mr. Chairman, I have here summaries of several reports which I would like to include in the record along with the remainder of my prepared statement.

Chairman PERKINS. Without objection, your prepared statement and these documents will be inserted in the record.

[The statement referred to follows:]

STATEMENT OF LARRY HARRIS, SPECIAL ASSISTANT TO THE SUPERINTENDENT FOR URBAN AFFAIRS, MINNEAPOLIS PUBLIC SCHOOLS

Our system has used the majority of its Title I funds to teach children to read. When Minneapolis began a *Title I Reading Program* in 1968, 20 different reading textbooks were used in our schools. Teachers worried that inner city children who move often from school to school tended to become confused and lose ground. The first step was to standardize the reading curriculum and teaching methods in all Title I schools. Two additional steps were then possible: first, a team of reading experts from the Minneapolis Public Schools began creating original instructional materials to go with the books. Second, teachers began attending workshops and University classes to learn how to use the new materials.

New materials were developed for several reasons. They could give children more practice than textbooks can provide. New materials can let children learn in different ways. Children can listen to tapes; they can trace letters; they can flash phrase cards to each other; they can play gin rummy with word cards; they can build words with letter blocks and they can "walk on words". In one inner city classroom I had the pleasure of visiting, a little girl explained to me that I could only walk on the words printed on little paper feet if I knew the words. The easy words were on the long way around the room and the short cut contained the hard words. The idea is to get children actively involved in a lesson and to give teachers more choices in how they teach reading skills.

Separate materials are produced for the primary and intermediate grades by two teams of specialists. Some materials such as that prepared for kindergarten build pre-reading skills. There are tests, too, to help teachers decide what lessons a child needs and to measure his progress.

The final aspect of the program is a cadre of experienced teachers who help classroom teachers "put it all together". They show teachers how to organize the materials, how to decide what materials are best for each child and how to use the progress tests.

The teaching materials used by Title I reading teachers are produced by the *Title I Instructional Materials Center* which is located in a building in the South Title I target area. The Lehmann Center was sold to the Minneapolis Public Schools by the General Service Administration for $1.00. The building which we have rehabilitated now contains the W.O.C. Manpower Development and Training Program and other programs as well as the Instructional Materials Center.

The Center operates much like a traditional print ship. It distributes to teachers all of the materials designed by the Title I reading teams. It produces "little books" written by teachers, as well as games, worksheets and tests—all colorful and original. The IMC stresses rapid production for low cost. If a writing team or teacher produces a game, for example, it can be printed, packaged and delivered in one day. This is important for teachers who prepare material to help a student or group of students.

The Center has a library of video taped lessons on how to teach reading. A teacher who wants to brush up on specific ways of teaching reading can go to the Center to see the videotapes. This procedure makes the best possible of lessons prepared by reading experts.

Even though we are moving in a number of directions to help children learn to read, there are still too many fifth graders who may be asked to read a 5th grade science or math book but only read at the second or third grade level. To help these students, the *Title I Cassette Program* was developed two years ago at Clinton Elementary School (a Title I school). The idea was to read these children's lessons on cassette tapes, so they could learn by listening.

Letting children learn by listening worked so well that soon teachers at other Title I schools wanted cassette lessons, too. The Cassette Program was moved to the Instructional Materials Center where the staff has experience in mass production and distribution of teaching materials.

Last fall, the Cassette Program staff (1972–73 budget $135,856) supplied each Title I elementary school with 200 cassette tape lessons catalogued and ready for teachers to check out just as they would library books. Another 1000 tapes will be distributed this spring. Each school has assigned a specially trained teacher aide to maintain its library.

There are tapes on language arts, literature for listening, math, science and social studies. Tapes have been made to accompany the basic reading books.

Children like the taped lessons because they can use them themselves. Teachers like the flexibility they allow. One group of children can use the tapes while the teacher works with another group.

We all know that some children in grades 4 through 9 are non-readers or read at the first grade level. These children are embarrassed at their failures. They tune the teacher out, skip or act out in school.

In order to help older children learn to read, the Minneapolis Schools opened two *Basic Skills Centers* in 1968. The current budget of the Basic School Centers is divided between local funds ($157,731) and Title I ($179,006). These centers serve about 700 children per year. These children spend 40 minutes each school day at a center—part of them in the classroom and the rest of the time with individually programmed teaching machines.

Teaching older children to read hadn't been tried much before 1968. The first grade books were too childish for the fourth grader—let alone a junior high student. Center staff had to start from scratch. The new curriculum is called simply "the Beginning Reading Program." The curriculum is based on filmstrips and cassette tapes made especially for Dorsett machines—they look like a small TV and a picture can be found on page 3 of the issue of the "School Community News" attached to this material. Program for other machines including the Talking Typewriter plus lessons and games for the classroom are coordinated with the Beginning Reading Program.

Teacher aides are an important element in the Basic Skills Centers. They tutor children in the Center's classroom. They also help children with all the machines, they answer questions, they encourage and they help provide the human caring element which must be present if the machines are to really help children accomplish the awful challenge of learning to read.

We have no single remedial reading program for Title I junior and senior high students.

Some junior highs send students to the Basic Skill Centers for help but most operate remedial English and math programs in their buildings.

Phillips Junior High School which serves a number of American Indian students is using reading material created by the *Job Corps*. Reading specialists at Phillips have adapted the materials for their students and have added several thousand selections. The result is a collection of books, stories and articles which appeal to teen-agers at every reading level. Students choose what they want to read at their level, then take a test and move on. There are also filmstrips on many subjects. I've watched this program and it has a great advantage. In a class where everyone is using the same material, the poor reader is reminded of his or her failure every day. The child who can't read well or not at all knows that the other students are on the third page by the time he or she has finished half a page. In the Phillips Job Corps program, there are dozens of pieces of material on each subject at the various reading levels. You can go over something several times and no one else has to know. It's great to watch children who usually dislike school, looking at material that they can read and which isn't Dick and Jane type stuff, but items designed to interest the inner city youth. There is $35,000 budgeted for this program this school year which will serve some 330 youth. This program will cost about $106 per participant but could well be the supporting kind of program which will help a youth stay in school.

One of our inner city junior high schools and one inner city senior high school are using a different approach. Their remedial reading classes leave their building and go out to a mobile van parked on the school grounds. The vans contain Dorsett teaching machines—the T.V.-like machine used in the Basic Skill Centers. The lessons are different. Curriculum takes off where the Basic Skill Center material leaves off—at about the fourth grade level. The curriculum is aimed at helping students learn new words and understand more of what they read. Each van serves about 280 students a year or 70 per quarter. Each van is staffed by a teacher and a teacher aide. The budget for the vans for 1972–73 will be $48,674 or about $173 for each secondary student. Part of the costs cover developing additional material for the participating students.

We have tried to develop options for students who normally cannot succeed in the traditional school setting. I mentioned the Work Opportunity Center earlier. At the junior high level, the Lincoln Learning Center and the Bryant YES (Youth Educational Services) Center are small junior high schools in non-school settings.

The Lincoln Learning Center is housed in a small factory building in an urban renewal area. The program serves some 50 boys with a heavy emphasis on tying learning to real life work experiences.

The *Bryant YES Center* is located on the grounds of the main plant of a local industry—the Honeywell Corporation. Each year 50 boys and girls who are behind in school, who lack interest in learning and who need to gain self-confidence attend classes at the YES Center. Junior high is a tough age for all kids—and for the YES kids it has been really rough—almost all of them had been problems in their regular school and often at home and in the community.

At YES students find a specially trained staff of teachers committed to giving them a new start. Every youth gets a chance to succeed. Each student has been helped to set short term goals that he or she can reach. Progress is often slow, but progress builds upon progress. The Center has support from Title I, from the local district, from special education and a grant from the Safe Streets Act, plus help from the Honeywell Corporation. The Lincoln Learning Center has assistance from General Mills and several other corporations. We have moved to involving the business community as partners in inner city education.

The attention paid to students, setting goals, visiting parents and helping students to help each other has paid off at the Bryant YES Center. Standardized tests in the last year have shown that the students have made "excellent progress in reading" and "good progress in math." The self-control and self-confidence these students are gaining may even be more important than the academic growth. The school system has developed a *Title I Math Program* which is based on the same principles as the reading program. Skilled teachers are developing material to make math meaningful and enjoyable to inner city students. Teachers are being trained to use the new material and the Instructional Materials Center turns out the material at much less than commercial costs. The *Math Basic Skills Development Project* serves the five Title I junior highs. Workbooks on math are being developed for students with limited reading ability. All of us can remember the "word problems" that many students couldn't compute because they couldn't read the problem.

I could go on describing programs, but that would make it seem that we do not really face problems. Our target schools (Title I schools) serve neighborhoods which are in constant change and which face the whole gamut of problems of urbanity: high unemployment, health problems, inadequate housing and the works. Students come to school hungry, students come to school with little faith that an education will really help them get work, and many students come to school angry—angry at a nation where their dad can't find work, where their mother is looked down upon because she doesn't have a husband, and angry at a nation where Black was never said to be beautiful until it was said by Blacks with clenched fists, angry at a school system that sometimes doesn't understand them and responds often slowly as does any massive institution.

We have schools where Black and White kids are expressing hatred toward each other. And this situation is not limited to the inner city. The challenge of how to help our young people learn to treat each other with human dignity may well be the greatest educational challenge of all in the 1970's.

The categorical aid programs which provide federal funds to local school districts are important for a number of reasons. The categorical programs point funds to the children with the most need. They allow partnership funding where federal funds can be combined with local district funds and monies from businesses and foundations to allow new approaches to serving the disadvantaged.

The categorical aid via Title I of ESEA stated loud and clear that the national leadership did want disadvantaged youth to have the best possible education. Parents in advantaged schools who would have the local district spend equal dollars on every child or more dollars in outer ring schools because "our children appreciate and can benefit from an education" are able to tolerate Title I monies going to inner city schools.

Title I--Part C which allows special funds for districts with 5,000 or more disadvantaged students or districts with more than 20 percent disadvantaged students has placed funds in areas of the greatest need. The amount of money has been relatively small (less than $100,000 per year), but it has enabled us to test new dimensions to the ongoing Title I program. For example, in fiscal year 1972, the program in intermediate reading, which is not a part of the priorities of Part A of Title I was tested with Part C funds at the request of the Parent's Advisory Committe. In fiscal year 1973, Part C funds have been used to initiate primary level math labs for Title I children in five target I elementary schools. Parent and teacher involvement has enhanced the programs we have developed under Title I, Part C.

There is great need for federal support for students residing in public housing projects. In addition to the loss of local tax base, the district faces a unique concentration of multiple disadvantaged students. The majority of the elementary age students residing in public housing projects in Minneapolis attend two northside elementary schools. These two schools have a combined population of 1,148 students of whom 67 percent come from AFDC families and 68 percent from minority group homes. The per pupil instructional cost for 1972–73 will be $931.51 compared to $742.16 for all elementary students and $696.70 for students from a group of schools with low AFDC populations. Fifty-eight percent of all adults in Minneapolis in 1970 had completed high school, but only 35 percent of the adults in the area served by these two elementary schools. The lack of educated adults limits the leadership for community support of students.

The fourth grade ability tests given city-wide show 23 percent of all students below average and 23 percent above average. These two elementary schools fourth graders scores showed 46 percent below average and only 7 percent above average. There must be continued compensatory and developmental programs for these students from public housing projects if the children from these concentrations of poverty are ever to take their place as producing rather than consuming members of society. There is great need for immediate federal support for them while they are still children.

The schools of urban America have been given the challenge to serve student populations which are growing progressively more disadvantaged. The citizens of urban America will not provide the resources to do the job unless the federal government gives leadership through the dedication of funds to serve those children who have no real voice of their own.

EDUCATION AND AFDC

Minneapolis public schools

A review of Profiles of Performance and the 1972–1973 Expenditures by School Buildings shows interesting relationships between the percentage of AFDC students in a school population, test scores, attendance, pupil-total staff ratio and instructional costs per student.

Schools involved in this comparison include:

Elementary.—Armatage, Bethune, Burroughs, Fulton, Hall, Harrison, Hay, Kenny, Kenwood, Lake Harriet, Mann, Northrop, Page, Wenonah, and Willard.

Junior High.—Anthony, Bryant, Franklin, Lincoln, Nokomis, Phillips, Ramsey and Southwest.

Senior High.—Central, Henry, North, South, Southwest and Washburn.

Six elementary schools with the greatest AFDC (54%–73%) student population were compared with nine elementary schools with the lowest AFDC population (2%–6%).

Four junior high schools with high AFDC percentage (47%–63%) were compared with four junior high schools with lowest AFDC percentage (5%–11%).

Three senior high schools with the highest percentage of AFDC students (24%–39%) were compared with the three senior high schools with lowest percentage of AFDC students (3%–9%).

	City	High AFDC	Low AFDC
Students—Elementary	31.252	3,361	4,064.
AFDC	27 percent	63 percent	5 percent.
Percent high school graduates among adults.	58 percent	44 percent (31 to 54 percent)	78 percent (64 to 85 percent).
Number of students per total staff.		16.0=62.5 per 1,000	20.6=48.5 per 1,000.
1972–73 instructional costs	$742.16	$819.18 ($727.42 to $980.15)	$696.70 ($646.67 to $767.01).
4th grade school ability:			
Above average	23 percent	8 percent (2 to 13 percent)	40 percent (29 to 48 percent).
Below average	23 percent	40 percent (28 to 69 percent)	6 percent (1 to 10 percent).
6th grade reading comprehension:			
Above average	23 percent	6.5 percent (3 to 9 percent)	45.0 percent (24 to 64 percent.
Below average	23 percent	49.6 percent (44 to 60 percent)	7.2 percent (2 to 16 percent).
Attendance: Oct. 9 to Dec. 5, 1972.	94.52 percent	91.74 percent (3.63 percent)	95.37 percent.
Students—Junior high	13,479	2,982	3,838.
AFDC	23 percent	52.3 percent	7.8 percent.
Percent high school graduates among adults.	58 percent	46.9 percent (37 to 58 percent).	81.31 percent (47 to 83 percent).
Number of students per total staff.		14.8=67.6 per 1,000	19.2=52.1 per 1,000.
1972–73 instructional costs		$620.16 ($510.04 to $711.56)	$585.03 ($523.56 to $680.05).
7th grade ability:			
Above average	23 percent	8.02 percent (4 to 13 percent)	36.4 percent (24.48 percent).
Below average	23 percent	41 percent (38.48 percent)	11.2 percent (8 to 14 percent).
Attendance: Oct. 9, to Dec. 15, 1972.	91.67 percent	88.40 percent (5.61 percent)	94.01 percent.
Students—Senior high	15,762	3,989	4,880.
AFDC	15 percent	32.7 percent (24 to 39 percent).	5.9 percent (3 to 9 percent).
Percent high school graduates among adults.	58 percent	47.0 percent (42 to 53 percent).	67.2 percent (50 to 80 percent).
Number of students per total staff.		16.4=60.9 per 1,000	20.4=49.0 per 1,000.
1972–73 instructional costs		$605.44 ($593.26 to $639.41)	$521.22 ($489.32 to $572.10).
1970 senior act (18.9 norm)	19.9	17.6 (17.0 to 18.1)	20.6 (20.0 to 21.1).
Percent attending college	46 percent	36.6 percent (32 to 44 percent).	53.2 percent (37 to 63 percent).
CLA grade average all frosh	2.63 all frosh	2.33 (2.24 to 2.38)	2.69 (2.51 to 2.82).
Attendance: Oct. 9, to Dec. 15, 1972.		82.17 percent (10.91 percent)	93.08 percent.

Chairman PERKINS. Do you wish to summarize that statement?

Mr. HARRIS. Yes, I do, very quickly. The summary I would make would be this. The inclusion of title I funds has allowed us the flexibility to do some kinds of creative things that we could not otherwise have done. We have been able to work with youngsters in our setting.

I think the crux of the importance of title I is that this country, through its national leadership in development of title I, has said it is important that we provide special assistance to low-income youngsters, they should get special help.

This Nation recognizes that students from disadvantaged families need the assistance to be able to compete.

I think that I would speak to title I, part C, pointing out in our statement that we have worked with our parents' advisory committees and teachers. It has given us flexibility to say, "Here is something that you can help develop."

I would reiterate the pressure we are getting from our outlying parents that we spend our money on a student-by-student basis. The title I fund has given us this ability to concentrate where it is needed.

I would also plead for consideration of part C of Public Law 874. We have data in the testimony showing the tremendous amount of input necessary to work with the students from the public housing projects.

So I guess I would summarize by saying that one of the things that title I has done is to provide some real local leadership. The title I parents are not going to get on the boards of any major city in the country—they don't have the political power, they don't have the financial resources to be part of the school boards of our Nation that really make decisions. The title I advisory parents do have access and control and a voice, and a real one, in saying how some money is spent on their youngsters.

Chairman **Perkins**. Let me thank all of you distinguished gentlemen for making statements that to my way of thinking, are very beneficial to the committee.

It would serve no useful purpose for me to spend a long time interrogating each one of you gentlemen, but I think we will abide by the 5-minute rule on the first go-around, and then we will give the members all the time that they want.

Dr. Gittings, if I understood you correctly, you stated that there was concrete data that title I was achieving results as measured by test scores, and you also said that children are starting to change their attitude about themselves and about society.

Now my question is simply this: Do you believe that we might imperil the gains that you have spoken about by changing all the rules under the so-called special revenue-sharing plan? Just answer that in a simple way.

Mr. **Gittings**. I certainly do believe.

Chairman **Perkins**. Why, briefly.

Mr. **Gittings**. I believe so because, as the other gentlemen have intimated, there is no guarantee and there is a strong probability that if we change to special revenue-sharing the funds will no longer be concentrated on the youngsters who most need them because of their history of deprivation. If we can't continue what now seems to be going well, I think we just do imperil the gains that we have already made.

Chairman **Perkins**. All right.

Dr. Lehne, you stated that it was important to spend funds during the early years.

Dr. **Lehne**. Yes.

Chairman **Perkins**. When does your program start to work with these children? Just tell us.

Dr. **Lehne**. We now have what we call 11 "child-parent centers," where we are starting at the age of three involving the child. The mother must make a commitment to also share part of her time in the school.

When we start the child at three and work with him, keeping him in small groups of perhaps 15, we have found really that the gains we have made cause that child to be far ahead of his counterparts in the inner city and cause him to be at the national level.

Chairman **Perkins**. How many regional centers did you state that you had in Chicago?

Dr. **Lehne**. We said we had 11.

Chairman **Perkins**. And you have the parents to bring those children in at 3?

Dr. **Lehne**. Yes, that is correct.

Chairman **Perkins**. And you have, under title I, paid supervisors and instructors and child welfare and child psychologists and so forth?

Dr. **Lehne**. Yes, and we put a home economist in the school to work with the parents in terms of nutrition, in terms of working with the child and understanding child needs and development.

In other words, what we are doing is help make a teacher out of the parent. We find it works well and we try to keep the boy or girl in the school until the third grade, and by that time he is pretty well along.

Chairman PERKINS. Are the parents doing a great part of this?

Dr. LEHNE. Yes. We get the parent out of the home, particularly the mother. She shares her ideas with other parents and it is very good.

Chairman PERKINS. Now you also said that parents must also be involved in the schools. Do you believe that the requirement for parental involvement in title I has been successful, and what suggestions for improvements do you have?

Dr. LEHNE. In response to the first part of your question, it is successful. I do not at this time have any ideas for greater improvement. I think if the funds were adequate to expand the programs in all the communities that need them and deserve them, then the necessities will reach a greater portion of the urban part.

Chairman PERKINS. Mr. Quie.

Mr. QUIE. Thank you, Mr. Chairman.

Let me ask you about one thing, Mr. Gittings, you said in answer to the Chairman on special revenue sharing for education. It seemed to me you are talking about something different from the bill of last year. Your answer indicated there would not be any concentration of the funds in special revenue sharing for education, but last year's bill had the five categories. All it did was consolidate some of the existing programs in those five categories.

Would you elaborate further what you meant by that?

Mr. GITTINGS. I think if I understand the bill to which you refer correctly, No. 1, it is a complete change from what we are presently doing in ESEA; is it not?

Mr. QUIE. No.

Mr. GITTINGS. It is not?

Mr. QUIE. Not that I know of. Using entitlement formula and title I money would have gone for compensatory education only, and it seems to me that what I recall they were going to use the title I guidelines.

Mr. GITTINGS. If it is going to use the title I guidelines and we are still going to be able to concentrate on the children on whom we are presently concentrating, fine. My contention is if we are changing the rules of the game and making it possible to use this money differently, we are making a mistake, based on the simple fact that we now know how to use this money.

As I said in my prepared statement, youngsters are making progress, the teachers and the administrators are comfortable with the procedure, the parents have become thoroughly involved. If we are going to change the rules of the game now and do something else, I think we throw ourselves back rather than keep moving forward.

Mr. QUIE. Do you usually condemn suggestions because you fear they are going to change the rules of the game rather than find out about them?

Mr. GITTINGS. No, I am not automatically a person to resist change, but I do resist changing something that is going very well at this point and has not yet had the experience to make it go better.

Mr. QUIE. As far as the special revenue sharing, I don't know what it is going to be this year. Maybe you have seen and were talking about some bill that was coming up that I have not had a chance to see yet. I was going to find out where you found out about it.

As far as special revenue sharing of last year, you were not even talking about what it appeared to me to be—and I gather that there is sort of a feeling abroad that anything this administration recommends as a change is wrong. I find that a little bit through suggestions I make, because I come from the wrong side of the aisle.

I think that we really have to look at the details of the legislation to see what is good and what is bad. There might be something good that comes out of this administration, and if there is, it seems to me we ought to have an open mind to accept it.

I am certainly willing to reject anything that I disagree with. Any of you people can lay out good reasons why we ought to reject it.

Mr. GITTINGS. As you are saying, we may be talking about two different things. I am referring to, I guess, some of the things that I have been advised of, correctly or incorrectly.

Chairman PERKINS. Will the gentleman yield to me at this point?

Mr. QUIE. I yield to the chairman.

Chairman PERKINS. It would seem to me, though, the point that we have got to nail down here is that the Secretary of HEW could change the definition of "disadvantaged" every year if he wanted to. He could say $3,500 one year, $2,000 another year, $4,000. We are going to have to, I would think, come to some concrete agreement somewhere along the line about the latitude that the Secretary has got, because that could tear up the whole operation of a program in a rural section that I represent or in a metropolitan section; if the Secretary so decides, he could make a program unworkable by simply changing that definition.

Am I right about that or not, Al? If a Democratic Secretary, I am talking about, were in power?

Mr. QUIE. Heaven forbid that to ever happen.

Mr. Chairman, you are right on that, but that is similar to what we do on a number of laws that we pass, where you have—and I guess they use Department of Labor statistics—a changing determination of what a low-family income is. The way it has been in the Elementary and Secondary Education Act, we stayed at $2,000 all the time because the Congress——

Chairman PERKINS. You and I have seen them change definitions to save money. We have seen it under the Johnson administration, we have seen it under the school lunch program, we have seen it under all the Presidents and all the administrations.

Mr. QUIE. I don't think that was their intent. Their intent was to have the determination of low income go up as inflation caused the income to go up. That is my understanding. Of course, I can understand if you feel that this would be their means of saving money, but I would be strongly opposed to that.

Chairman PERKINS. Gentlemen, that is what we have to guard and watch here.

Mr. QUIE. Let me start out with Larry. What program that you used title I money for, that you got rid of was least successful?

Mr. HARRIS. I guess the initial program, the worst, was some of our beginning efforts in reading. The first thing that we got back from the faculty was that to come out with some new reading guidelines without some common denominators, that did not work.

So the second year of title I we developed a common reading text in all of our schools. The mobility was so great we had 20 different textbooks being used in our first effort. An attempt to provide common training for teachers didn't work because we didn't have the right kind of materials. We developed instructional materials and it began to move.

I suppose the other aspect that we ran into with title I was an initial drive on the part of a number of our people within the Minneapolis school system to try out their ideas. The discussion I remember during the early days of title I was some real tough in-fighting in the Minneapolis schools because a number of consultants by department basis were able to point out the guidelines that the money had to go to those inner city schools. We began looking at our youngsters.

I suppose the hardest thing to recognize in our city was for the first time in history there was some attention being paid to inner city youngsters, and it was hard for a lot of people to believe.

I remember the first battle I had with the Minneapolis schools through the delinquency program was it had to be all kids that were dropouts and failures, because we had a number of principals that wanted to move kids who where behavior problems. It took our school system a while to adjust to the point where there were guidelines. We were going to spend money on those kids.

Mr. Quie. How long did it take you to determine those programs that didn't work?

Mr. Harris. In some instances it was during the first year. The evaluation material you have in a couple of programs was put in because the points were recommendations during the first year for change.

In a couple of instances we made the mistake of trying to do this without providing the teacher training, and we learned a very painful lesson in handing a teacher new materials without training her how to use them, how to work with the kids, how to explain it to parents.

One of the things we didn't do with the urban area summer program was to involve the parents. There was a summer school for poor kids, and we really had a go-around because we had not involved the parents in sharing the ideas.

In our testimony we have said in our title I reading program is a group of master teachers who continually work with our teachers even though they have experience, to sort of bring it all together, to step in with them, to go over the lesson plans. I think we have to recognize when the teacher faces a classroom with two-thirds to three-fourths from disadvantaged homes, sometimes it can get to be overwhelming, and we have to have this kind of additional input.

The talking typewriter program got a great deal of publicity. We have rewritten the entire curriculum for the talking typewriter program because it was a little bit too unsophisticated in the inner city schools. That was one of the wildest sessions we had.

One of the teachers wrote a session on the drums for kids interested in music, and it really turned them on. Have the kids look at it and then put in the time and effort to use it well, but we didn't do it the first time. We learned the hard way.

Mr. Quie. Have you gotten rid of all the programs that have not worked?

Mr. Harris. I think we have gotten rid of most of them. I think this has the "impacted wisdom tooth" effect—they have their blood, sweat and tears in it and it does not work out.

The opportunity center was a very painful program and some of the subprograms because they worked hard to get their program going and it didn't take. It takes effort to make that move.

One of the reasons that we have had the ongoing evaluations and directors' reports in all of our programs is to have the documents to go back. We have found that some of the evaluation studies had come out and there were some very painful sessions, and they said the evaluation does not work out as well as you think your program is going to.

Mr. Quie. Minnesota has finished phase I of its right to read program, and hopes to get $300,000 to go into phase II. They made their plea to the Office of Education yesterday. What do you think of that program and how does Minneapolis tie in to it? The State department of education is involved in developing and assisting in a whole curriculum of reading.

Mr. Harris. To answer the second question first, Minneapolis has not participated. One of the State guidelines for the right to read program was that the person who went into the training sent two people into training. One was to become reading director for the whole district. In a district like ours there were two people who could have had that job.

The State says the second year that person will be used to help other districts. We were not about to take Mildred Carson and have her go to another district. We did not participate.

I think it is a valid program because it has provided—particularly in some of the smaller districts that cannot have reading specialists—the kind of training they can afford.

We have conducted a lot of instructions in our own district. In fact, much of the material that is being used was developed by Dr. Manning with our local funds. We have the kinds of problems you have to start working with out of the State.

The same thing on drug education, the VD education. We are ahead of the State. When you have been in Minneapolis you know why we had to, so we have been forced to look at problems in Minneapolis that some of the rest of the districts have not.

Mr. Quie. What do you think of Dr. Gousha's suggestion that we start by finding out the interests of the students and, second, the involvement of the parents? You have not talked about either yet.

I wonder if you agree with him on that?

Mr. Harris. I would say that the first thing we have to do is expand the input in the preschool and early elementary level. Comments were made about the early education. It has to be the kind of education that involves parents, and it also has to be one that provides for those families not only the focus of the child, providing counseling and support to the parents, but adult education. We really have to put the input in there.

We are working under title III with the Sesame program. It has some very exciting things. We are trying three groups: One where the parents and the children watch it together, one where the parents watch it twice a week and the children all week long, and one where the parents just watch it once a month.

We are finding more parent involvement and the kids are picking up competence and skills.

Mr. QUIE. Let me ask any of you if you disagree with that first statement of Dr. Gousha that you ought to use the population figures in relation to the school and only be able to count those who are educationally disadvantaged.

Do you all agree with that or do any of you think there would be a possibility of getting the money from the country based on population and information and then distribute it according to tests which all the schools, I guess, give on a comparable basis?

Mr. HARRIS. Mr. Quie, if you wait until all the kids get into school, we have certain pockets in Minneapolis where the family gets advantages so we have made efforts to move in early. If we waited until the kids got to school, we did not have the Sesame program, these kids would be that much further behind.

The other point is in looking at another county, the movement of 235 and 236 housing in a district like that is where the low-income families are moving in and they are finding their kids drastically behind the rest of the population, and they are beginning to think about the preschool program.

So, if you wait until the kids get in school and you begin by housing programs to move disadvantaged kids into some of these middle-class areas, the rest of the kids would be much better off because of the concentration.

Mr. QUIE. You are talking about preschool programs to utilize the funds. What I was talking about is the formula of title I.

Now, you count the number of poor kids that existed sometime in history plus the AFDC figures, and you use that all the way down to the school. Finally you distribute it on the basis of those that exist in the country. Then within a county in a particular school district where the concentration exists.

My question is: Since people in the school districts know who educationally disadvantaged kids are, but we don't know federally, what would you do within the school district and within the county if you could not at least bring the money based on population to the county and distribute it among the schools.

Mr. LEHNE. I would like to comment on that. There has to be a system used to determine eligibility in the distribution of money. One of the problems then, and I also say, if I can jump back, you should concentrate on certain schools. But in the city, as we indicated, youngsters are so mobile that schools that may appear to be most disadvantaged may not, in effect, be the most disadvantaged, so there has got to be greater disagreement.

Jim Moffat pointed this out in the area of the bilingual youngster. They are coming into Chicago at a very accelerated rate, and they do not show in many of the census tracts around our AFDC data as being in the areas of the highest degree of poverty, and yet their educational retardation and their need is significant so that unless there is a possibility built around our school system to direct its resources thinking of the system as a district, we are going to use the money less effectively than we would if we had the flexibility to use our own judgment.

Mr. HARRIS. I guess the other thing, Mr. Quie, will be the number of school districts in most urban counties. You would have to have some procedure for distributing the money. Since we have been talking about integration, it has diminished. If they talk to us, we might talk about integration, and this is a political reality. Would you need some system of county schools getting together within that county to decide who are the disadvantaged, which test do you use?

Mr. QUIE. Is there any standardization now in Hennepin County?

Mr. HARRIS. No. The proliferation of school districts is such you have ours with 61,000. The Village of Golden Valley is in four different school districts because the school districts were formed before the municipalities were.

So, as a result, the consolidation would be awfully confusing. You would have to develop a new superintendent's office, which was abolished, and begin to decide where the kids were and who would get it.

Mr. QUIE. Let me ask one more question.

Does the State help in providing some standard for testing?

Mr. HARRIS. No, the only test is the 11th grade pre-college test. There is money being asked for statewide assessment and with the budget question, there is a question whether that money will be appropriated, but there is no statewide assessment. There must be at least a dozen different tests.

Mr. QUIE. Mr. Gittings.

Mr. GOUSHA. On this I would raise the question with regard to distributing through the county. For example, in our country there are some 15 school districts, and of course we use different tests. That seems to follow always, but how would you allocate this money? Say Brown Deer says that under achievement 2 months is important, and we say a person ought to be 1-year to qualify. Now, how do you work out that kind of different in the allocation?

Mr. QUIE. My question is whether the administrations of the various school districts can sit down and work out a common agreement. If they are not competent to do that, I guess we would have to assign that responsibility either to the State or to the Federal Government.

Dr. GOUSHA. I am sure there would have to be an assignment somewhere. Back to that question again of the degree of underachievement, it becomes very crucial, and I can see certain districts reading it quite differently than others.

I guess that would be an important consideration on the distributions to a county or a metropolitan area.

Mr. QUIE. There would have to be some agreement on that.

What do all of you think of the population changes that are indicated in the 1970 census? They are a lot more drastic than I ever expected. I would be interested in hearing your views on it.

Mr. MOFFAT. This year in Chicago we used the 1970 census data, some of the early data, with AFDC, although the allocation to the city came based on the 1960 census data. There were significant changes in the eligibility list in Chicago. However, by using the combined factor of census and AFDC, each year we face that adjustment, if you will, of eligible schools and that affects the allocation to the individual schools, and creates problems in terms of programing which I was attempting to outline in some of the problems.

Sure the 1970 census, of course the clamor from the community on the date that we use, even they are already saying the 1970 census data is obsolete. The ones on the periphery are saying if we did it today that they would be eligible. So it did change our eligibility lists appreciably, but as I say as long as we do this on an annual basis, we get changes even within those are in year after year. They fluctuate greatly because, as Dr. Lehne pointed out, we are very transient and the families move around quite often.

Mr. QUIE. If we move the income figure up to $4,000 then the AFDC figure will have very little value any more, isn't that correct?

Mr. MOFFAT. That is right.

Mr. QUIE. Would I be right in saying that the poor people have been tending to move from the rural areas into the center city this last decade. Therefore, they continue to be counted where they no longer exist and can't be counted where they presently exist unless there is a substantial difference between that income level and the AFDC level?

Mr. MOFFAT. Yes, if they made the move they would not be counted unless they are the recipients of public aid, but again, as we pointed out, we found especially in the Spanish community, which is 11 percent of our school population, that the Spanish historically do not go on ADC or other public assistance, and we discriminate against them by relying on the factor of ADC for eligibility. This is a serious problem.

Mr. HARRIS. We found in Minneapolis when we were using the 1960 census that a school may have a heavy population, but when you count under the 2,000 families because they were a middle-class neighborhood 2 or 3 years ago, you would have 3 years when they would be left out.

Dr. GOUSHA. Mr. Chairman.

May I add our bit of information to your question, Mr. Quie?

We don't have our latest census figures as of 3 days ago, but I do have the latest ADC in Milwaukee. Since 1966–67 we have gone from 6,253 to 21,000 in 1972–73. So, if the census figures show the income that reflects the ADC figures, it is quite a substantial influx.

Chairman PERKINS. Let me ask the gentleman to yield to me.

In all probability we will need representatives back here from the greater city schools after the census data becomes available and we have had an opportunity to study that census data because, as I see it, we are going to be in a real dilemma. We still have in my congressional district as many disadvantaged children as we had back in 1965 or 1960 as we do today: and in the metropolitan areas, if I understand the census data correctly—no one has actually seen the accurate census data—you have a great migration there, an outward migration. I don't know what contributes to it.

I just told Mr. Quie that I thought in rural areas the poorer people have had a tendency to have more children than the more affluent in the past. That has been historical in my section of Kentucky. We have got a lot of problems here with this thing, and it is a great big problem, and I don't know what the answer is.

The formula is something that we are really going to search our minds and souls about to come up with something equitable. For that reason I am withholding any views that I may have. I don't have any fixed views until we can go to the depth of it and get the data.

Mr. QUIE. Let me ask one other question. Some of you have referred to the excess costs. Have you come across what you would feel are the excess costs over normal costs of education for compensatory education?

I think all the Milwaukee schools referred to it, if I am not mistaken. That was the testimony I looked at.

Dr. **Gousha.** We talk about between $450 and $600.

Mr. **Quie.** $450 and $600. Why don't we start out here, Mr. Gittings?

Mr. **Gittings.** I would agree the $450 to $600 would be needed in addition to what we normally are spending for each youngster who is truly a disadvantaged youngster.

Mr. **Quie.** Educationally disadvantaged?

Mr. **Gittings.** Yes. While I am talking, may I go back to something you said earlier relative to how do you make the distinction between the 400 in a school of 500 and the 300 disadvantaged in a school of 3,000 who might not be eligible for title I services.

Mr. **Quie.** For economic disadvantage.

Mr. **Gittings.** Right. My only comment would be one that would go in this direction. When you have a concentration of 400 youngsters in a 500-pupil school, it is pretty obvious that you have got to have additional resources and help. This is not to say the 300 in the 3,000-pupil school don't need help. I am saying that it is probably more accessible to them with the staffing of the 3,000 school because the teachers there will have 10 youngsters to deal with per teacher or 5 youngsters per teacher rather than 35 youngsters with truly educationally disadvantaged in each grouping.

Mr. **Quie.** All right. What do you mean by "truly disadvantaged?"

Mr. **Gittings.** Educationally disadvantaged. I would say those who are operating at a level considerably lower than their counterpart, their peers, educationally.

Mr. **Quie.** Considerably lower?

Mr. **Gittings.** Being from Baltimore City, I would have to say considerably lower because, unfortunately, we are only able to work with those youngsters who are operating considerably lower. We cannot consider 2 months below so-called norms as being significantly disadvantaged.

Mr. **Quie.** Let's ask the Chicago people the same question I asked here, regarding the excess costs there.

Dr. **Lehne.** With some youngsters, $300 would be considered a reasonable excess cost; with others, it might be $1,200, depending on their multiplicity of problems, social problems as well as academic retardation. I would use the figure as an average of between $500 and $700. I would be inclined to say $700 would be a good average figure that would indicate what the excess costs would be to do a job that could be considered reasonable and reasonably effective.

Mr. **Moffat.** Let me elaborate because he spoke about the early childhood programs. We spend in excess of the figure that he has just given more like $1,000 or $1,100 per child, and we are getting very good results. Whether getting the children earlier for remediation or whether it is additional dollars of impact, I am not so sure, and it is only the last few years that I think most of the cities have really gotten into the focus business of concentrating these resources.

I think the first couple of years of ESEA, there was rather general spreading of the dollars, and we have been mandated and have moved into a more concentrated effort so we do spend between $500 and $700 in, as I say, over a thousand of those very early childhood years. We are moving out of the area of programs for the older children and concentrating on the primary and intermediate and preschool, where we find that we get the best results.

Dr. Gousha. Mr. Quie, I do have a document here listing our programs and listing the per pupil costs. As was pointed out, our preschool program is costing us $1,239. Special kindergarten at $724. So there is that kind of variation by program. If this is of any value, I would be pleased to submit it to you.

Mr. Quie. What is the normal cost of education, and you have those figures that exceed the normal amount of education?

Dr. Gousha. About $850 to $900.

Mr. Harris. I guess in Minneapolis, as I look at the program we have operated, where you don't have a severe concentration of disadvantaged youngsters, that would be adequate. One thing we have not faced is the whole range of services that have to be provided in the school. We have extra health and welfare aid, extra school social work services. To provide an educational climate, we have aides that visit the families. You have to ask the question: When does the educational dollar end and the total child dollar begin? We have got the whole aspect of a heavy summer school program in the inner city, which we feel helps maintain the child during the school year with local and State educational dollars with a heavy afternoon recreational import with the Minneapolis Park Board and the United Fund Agency.

So you run into a program that may cost an additional $200 to $300 a year because we have tried to use our schools in a full measure where we have afterschool and evening programs. We feel this is part of the educational climate.

The best example is Bryant Junior High School. When we expanded the community program, we paid for almost half the community program because the window breakage went down when the school got involved. Our local budget is in the $700 range, but it probably comes closer to $1,200 a student.

Mr. Quie. Does any of that come under title I funds?

Mr. Harris. Part of the basic program for Bryant comes out of the title I funds. The basic remedial program for the title I kids comes out of title I funds. Those who qualify for title I, those who don't, and then the community program in fact is operated with local funds.

Business firms came in and purchased the pools and equipment for the last 2 weeks, and there were programs.

Mr. Quie. Thank you.

Chairman Perkins. Why don't you go ahead, Mr. Forsythe, a couple of minutes, if you want?

Mr. Forsythe. No.

Chairman Perkins. Let me thank all of you distinguished educators, and I want to use that terminology today. You have made a great contribution to your cities, and you have come here to try to defend a program and offer suggestions to improve that which has been vital to the welfare of all the poor children in the country. I certainly appreciate that fact myself, and I look forward to seeing you back here with the committee one of these days.

Dr. Gousha. Thank you very much, Mr. Chairman.

Chairman Perkins We appreciate your appearance. Goodby.

At this point, I would like to mention that I have a letter from Mr. Clarence Mitchell, director, Washington bureau, of the National Association for the Advancement of Colored People.

Mr. Mitchell and the NAACP have been extremely helpful to this committee in the past. Because Mr. Mitchell will not be appearing before us personally at this time, I want to include a letter at this point in the record from him on behalf of the NAACP in suport of H.R. 69.

[The letter follows:]

NATIONAL ASSOCIATION FOR THE ADVANCEMENT OF COLORED PEOPLE,
WASHINGTON BUREAU,
Washington, D.C., April 6, 1973.

Hon. CARL PERKINS,
Chairman, Committee on Education and Labor, U.S. House of Representatives, Washington, D.C.

DEAR CHAIRMAN PERKINS: On behalf of the National Association for the Advancement of Colored People, I would like to express our organization's support for extension of the Elementary and Secondary Education Act. Title I of this legislation, providing aid for disadvantaged children, provides an important weapon to make it possible for all of the children of our country to get the training that will enable them to cope with the problems that confront all of us each day.

Because the Committee has had a long and impressive list of witnesses supporting the extension of ESEA, I am not asking for an opportunity to present testimony. It will be appreciated if you will include this letter in the hearing record as evidence of our organization's support in continuing this valuable legislation.

Sincerely yours,

CLARENCE MITCHELL, *Director.*

Chairman PERKINS. Now we will recess the hearings until tomorrow at 9:30 a.m. in room 2257. Thank you.

[Whereupon, at 12:26 p.m., the general subcommittee recessed, to reconvene at 9:30 a.m., Wednesday, February 7, 1973.]

[The following statement was submitted for the record.]

STATEMENT BY HUGH J. SCOTT, SUPERINTENDENT OF SCHOOLS, PUBLIC SCHOOLS OF THE DISTRICT OF COLUMBIA, ON THE EXTENSION OF THE ELEMENTARY AND SECONDARY EDUCATION ACT

When we view urban education from a national perspective, it seems important to look at those educational problems which all cities have in common. An examination of these problems has more meaning when they are viewed in the context of the many problems, other than educational, which currently face our cities. And when we contemplate the problems which confront our cities today, it is difficult to look with any optimism to the future of the city. These problems which are presently going unsolved will not go away. Rather, it is likely that they will be compounded with each passing year. We know that not enough is being done now to solve urgent urban problems, so it is not difficult to expect that living in the cities will be even less desirable in the future than it is today.

Once faced with this conclusion, we realize that this is intolerable—that we cannot go on allowing our cities to deteriorate. They are crucial to the vitality of this nation, and their decline would have far-reaching economic and political implications. Yet we are faced with growing problems and limited resources. Thus, we begin to raise a number of seemingly unanswerable questions. How can we possibly obtain the necessary resources to reverse the trend of deterioration in our cities? How can we best direct the available resources so that they will have the strongest impact on the cities? In looking at the complexities of urban problems and their inextricable interrelationship, how can we focus our resources and efforts in a way that will make urban areas at least habitable for the present and yet invest in improvements for the future?

It is easy to see the powerful influence that education can have on the future of the city, but it must be realized that even if we are able to provide quality education in the cities, without simultaneous improvements in employment, welfare and housing, its positive effects can never be fully felt. Thus, while we struggle to bring quality education to our cities, we can never lose sight of the fact that these other aspects of city life have a profound impact on the success of our efforts. The behavior of the child in school is the consequence not only of what happens in the school but also what happens outside the school. Housing, family life, employment opportunities, community organization, mobility and many other aspects of life directly affect the learning process.

Society must look to the schools as a major means by which the poor and disadvantaged can acquire the skills and understandings needed to become economically and socially mobile and to overcome the disadvantages of social origin and condition. Because education is the chief means through which an individual may improve himself and his socioeconomic status, parents expect the schools to effectively mold the attitudes and behavior of their children and to expand the scope of their knowledge and their rational capacities. Upon completion of certain courses of study, parents expect that their children will be capable of entering the world of work and participating fully in society.

Through education, society attempts to pass on to future generations the standards and ideals which it believes are necessary for producing citizens adapted to certain patterns of group life. However, education must be more than mere training and more than just an adjustment to living in the world as it is. The truly educated person is one who is prepared to take part in the remaking of his world by making the judgments and decisions essential to creative living. Formal educational institutions have a direct responsibility to the individual to aid in the development of those critical skills needed to provide the individual with the capacity to manipulate his environment according to his legitimate needs rather than have his environment manipulate him.

Teaching all of the children in society is a relatively new problem and challenge. Successfully teaching large concentrations of youngsters placed in a disadvantaged socio-economic environment by societal conditions is a significant part of that challenge. As inconsistent and paradoxical as it may seem, in the most politically influential society in the world, the most prolific scientific and technological society in the history of mankind, and the most economically affluent society ever, students drop out of school at a rate that ranges from 30 to 50 percent in the major urban centers.

The majority of those students who do remain in school until graduation are not learning at a level that can be considered adequate with respect to acquisition of the basic skills needed to function effectively in society. The large urban school systems of this country are rapidly reaching the point where it can be stated that nearly half of their students are not acquiring the skills which they need. And while no school system can reasonably guarantee to all children that they will be able to read at a specific level, the right to read, when translated into a commitment that each child should be provided with the best possible learning environment in order to develop his innate potentialities, must be considered inviolate.

In order to guarantee this right, we must move from equality to equity in the application of personnel and financial resources. Mere equality of educational opportunity will not effectively combat the negative consequences of socio-economic deprivation and the challenges associated with the condition of massive retardation in the acquisition of basic skills. The commitment must be to go one step beyond equality to *equity* in the provision of those personnel and instructional resources needed to enable students who have been subjected to social and educational inequality to rise to the levels of academic achievement attained by those students who attend schools located in the more affluent areas. The priority in terms of need should be directed to those situations where socio-economic conditions and retardation combine to represent the most urgent challenges to educational processes. The quality, quantity and intensity of services and of resources must be applied in direct proportion to the degree of severity that exists in retardation in the acquisition of basic skills.

There is no school district in this nation serving a large black student population which is not confronted with the constraints imposed by grossly inadequate funds for services and programs to effectively meet the educational needs of their students. In those school districts where the scope and complexity of the problems are maximized by societal injustices and inequities, insufficient funds is the standard reason given for denying requests for improved or expanded services and programs and even for continuing many existing programs which can only be considered inadequate.

On September 14, 1971, the National Education Association did a survey of 103 school systems, including all of the largest systems enrolling 50,000 pupils or more. Telegrams were sent asking the superintendents if there were reductions in staff and school programs this year because of a financial crisis. Sixty-three school systems responded within four days with forty-one indicating some kind of cutback taking place. Thirteen school systems indicated a hold-the-line budget. Of those school systems polled, 23 were cutting back a total of 4,388 regular teaching positions.

Public education, like all other services extended to large segments of the citizenry, is expensive, but it cannot be logically concluded that America does not have the resources to adequately fund public education. The undeniable needs of all students must be met if this democracy is to achieve credibility as a viable form of government. The resources needed to achieve this goal are available.

While expensive, education is the most important endeavor that a nation can undertake. It has been said that those who desire to be both free and ignorant desire what cannot be. The flight of both black and white Americans from public schools to nonpublic schools is alarming. The urban public schools of this nation are in a critical state, and the illness which has created the problems, both financial and educational, has crossed over the boundaries and infected the nonurban schools as well. The fight for the dollar has become the major concern of many boards of education and superintendents. The question is: How far are Americans willing to go to lend credence to their professed commitment of the value of education?

The range of abilities within any school system is tremendous, and the wider the range is, the larger the demand on the skills of school personnel, and the higher the cost of education. The children who are least expensive and easiest to educate constitute the majority in most school systems, but this is not true of most urban school systems. While it is not possible for schools to guarantee that every child will learn to read because of possible organic handicaps, they can and must guarantee every child a learning environment that is conducive to the full development of his potential learning capacity, especially in learning the basic skills. Thus the schools should direct their primary resources toward creating an educational setting in which the right to read may be translated productively into the act of actually learning how to read. This goal can only be accomplished when the necessary resources are provided.

In the Public Schools of the District of Columbia, we face a cutback in FY 73 regular budget funds of more than $5 million. This required the abolishment of 373 positions. This major reduction in funds confronted this school system with a grave financial crisis. A number of essential services had to be cut back, thus further hindering already inadequate efforts to provide full educational opportunities to students with critical educational needs.

Title I, ESEA, has been an important source of funding for those additional educational resources so essential to assisting deprived children in the District of Columbia overcome their learning deficiencies. These funds have been utilized in valuable ways to supplement the regular educational program in order to enhance the achievement levels of eligible children.

We have been very pleased with recent findings in the results of the educational program funded under Title I. The program was based on a "total learning center" concept which utilized a saturated learning environment in which all activities were focused upon improvement in reading and mathematics skills.

The goal of the program was to raise the reading and mathematics achievement level of eligible children in grades K–3 and 7 by one year and five months. The evaluation report, recently released, revealed encouraging gains. Although there was considerable variability within grades as to how much the students gained or lost, in general, between 44 and 66 percent of the students in each grade gained at least a half year more than the expected one month per month of instruction.

In the public schools, the students identified for the purpose of participating in the Title I program were those in the first, second, third, and seventh grades whose test scores on the Fall 1971 citywide tests placed them at or below the 50th percentile of the D.C. school students in these grades in either reading or mathematics total grade equivalent score. In the case of first grade pupils, those selected were students who fell within the reading readiness percentile rank. In the eight non-public schools, identified students were selected from only those students in grades one through eight who lived within the attendance areas of public Title I schools and who fell below the citywide median in their test scores in reading or mathematic.

The George Washington University Research Group, under the supervision of the Department of Research and Evaluation, conducted the evaluation and submitted an evaluation report. The findings and conclusions of the study showed the median grade equivalent scores for Title I students in reading and mathematics total increased during the school year as follows:

	Reading	Mathematics
Grade:		
2d	1 year	9 months.
3d	1 year	Do.
7th	1 year, 3 months	1 year, 4 months.

When the Title I students were divided into fourths by ability levels based upon their September 1971 test scores, the students in the bottom fourth (corresponding to the bottom half of the identified student population) gained more than in any other fourth. The average gains in this lowest quartile were as follows:

	Reading	Mathematics
Grade:		
2d	1 year, 2 months	1 year, 1 month.
3d	1 year, 4 months	1 year, 7 months.
7th	1 year, 3 months	1 year, 4 months.

The objectives of the Title I program appear to have been met through a joint cooperative effort of all personnel involved. The outcome reflects an extension of the saturated learning environment which was established in the summer program. These results were encouraging and contributed to the decision to conduct the FY '73 program in a similar manner.

We, in the Public Schools of the District of Columbia, are pleased with the results which have been attained with the funds received through Title I, ESEA. The additional services which made these student achievement gains possible would not have been available if the school system had been forced to rely on its regular sources of funding. Although Title I provides the most important source of supplemental funds for our public schools, the other titles of the Elementary and Secondary Education Act also have provided funding for other significant improvements—the acquisition of school library resources, the development and implementation of promising innovative educational projects, the initiation of a major demonstration project with effective community participation, the planning for and evaluation of federally assisted programs and the establishment and improvement of programs to meet local needs.

It is my belief that the Elementary and Secondary Education Act has contributed important resources to the struggle in urban education to overcome the problems of educational and economic deprivation. Its continuation seems crucial to making our cities responsive to the urgent educational needs of their communities. I urge you to weigh carefully the impact that the loss of these funds would have on those children whose needs are the greatest.

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

WEDNESDAY, FEBRUARY 7, 1973

House of Representatives,
General Subcommittee on Education
of the Committee on
Education and Labor,
Washington, D.C.

The subcommittee met at 9:40 a.m., pursuant to recess, in room 2257, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Present: Representatives Perkins, Lehman, Mazzoli, Quie, and Towell.

Staff members present: John F. Jennings, counsel; Christopher T. Cross, minority legislative associate; and Toni Painter, secretary.

Chairman Perkins. The subcommittee will come to order.

A quorum is present.

The General Subcommittee on Education is continuing today the hearings on H.R. 69, a bill to extend the major Federal programs affecting elementary and secondary education, and H.R. 16, the School Finance Act of 1973.

We are pleased this morning to have as our witnesses two school finance experts, Dr. Goettel and Dr. Kirst, who will describe for us the pattern of distribution of title I funds among school districts.

Following these gentlemen, we will hear testimony from Mrs. Elizabeth Randolph, title I coordinator in Charlotte, N.C., who will describe the title I program in her area and who will in particular tell us of some of the problems encountered in administering title I in a desegregated school district.

Our first witness this morning is Dr. Robert J. Goettel, associate director, educational finance. Proceed, Mr. Goettel, in any manner you prefer. Without objection, your prepared statement will be inserted in the record.

[The statement referred to follows:]

Statement of Robert J. Goettel, Associate Director, Educational Finance and Governance Program, Policy Institute of the Syracuse University Research Corporation and Adjunct Professor of Educational Finance, Syracuse University Graduate School of Education

I am Dr. Robert J. Goettel, Associate Director of the Educational Finance and Governance Program, Policy Institute, Syracuse University Research Corporation. My testimony this morning is drawn from a series of studies in the financing of elementary and secondary education conducted by the Syracuse University Research Corporation over the past four years. Those studies include, among others:

1. A study of federal aid to education recently published in book form as *Federal Aid to Education: Who Benefits? Who Governs?* by Joel S. Berke and Michael W. Kirst (Lexington: D.C. Heath, 1973)

2. A study of state school finance conducted for the New York Fleischmann Commission and published in book form as *Financing Equal Educational Opportunity: Alternatives for State Finance* by Joel S. Berke, Alan K. Campbell, and Robert J. Goettel (Berkeley: McCutchan Publishing Corporation, 1972)

3. A project for the President's Commission on School Finance whose report is *Improving Information Systems for Education Policy Making* by Robert J. Goettel and Joel S. Berke (Washington, D.C.: President's Commission on School Finance, 1971)

4. A current and continuing long term analysis of the financial aspects of American public education under contract with the USOE/HEW School Finance Task Force.

While I believe that the views I shall express in this testimony are consonant with those of my colleagues who participated in these studies, I represent only myself this morning and do not speak for the Syracuse University Research Corporation.

The purpose of my testimony today is, first, to assist the committee in understanding the findings of our research as it applies to the effects of Title I on local school districts, and, second to provide some recommendations which appear to me to derive from our research.

Let me begin by stating two broad conclusions. The first is that Title I is a substantial success as a fiscal device for distributing additional revenues to local districts least able to provide extra resources for high need pupils. I say that because decidedly higher levels of Title I funds go to school districts with:

1. Central city or rural locations
2. Higher proportions of minority pupils
3. Lower income levels, and
4. Greater educational need as measured by average achievement scores.

My second conclusion is that Title I has for the first time linked the concern among educators for the neglected, disadvantaged child with a systematic process of allocating resources for his education. Though the evidence thus far on Title I pupil achievement results is not consistently encouraging, to judge a program reaching nine million children on the single dimension of test scores is to ignore the other political objectives embedded in Title I. Fiscal equalization and enhanced awareness of and concern for educational disadvantage must be considered positive achievements of the program, and cannot be excluded from a balanced review of the effects of Title I.

Let us turn now to a more detailed discussion of the evidence on which those conclusions are based.

1. THE PATTERN OF TITLE I DISTRIBUTION

The critical factor needed for an understanding of the flow of Title I funds concerns the fact that in many states, districts facing the toughest fiscal and educational problems receive the most from Title I but the least in state aid and other federal revenues over which states have discretion. In most large central cities, particularly those in the northeast and midwest, an extremely discouraging financial pattern prevails. Compared with their suburbs, central cities have populations proportionately more improverished and heavily composed of ethnic and racial minorities, and a pupil population which includes disproportionate numbers of foreign-born, handicapped, racial minorities, and poor—pupils whose education requires extensive resources. Yet central city per pupil expenditures are frequently less than or only marginally higher than those of surrounding suburbs.* Because of generally higher price and salary levels in the large city, even an equal amount of money tends to provide less education than it does in suburban school districts. The growth of the property base in the central city, from which the local share of school revenue is drawn, has been only a fraction of that of outlying suburbs over the last decade. Further, as a result of both the relative decline in their fiscal situation and the greater demands for public services in heavily urban areas—police, public health, transportation and welfare—tax effort as a proportion of per capita income and per capita expenditures for public services are considerably higher in most large core cities than in suburban areas.

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*Most of the results reported here are based on an analysis of federal aid flows from 1966–1968 in California, Massachusetts, Michigan, New York, and Texas. Data for 1969–70 school year for the same five states plus North Carolina, Mississippi, Washington, and Kansas will also be cited. SURC is developing a data bank based on the USOE ELSEGIC III survey, the 1970 Census of Population and Housing, and information obtained directly from states. This effort is conducted under contract to the USOE Task Force on School Finance.

There are, of course, important exceptions to these generalizations. Some suburban districts are heavily urban in composition and suffer from many of the problems ascribed to central cities, whereas some cities, particularly those in the west, tend to be less densely populated and less afflicted with the urban fiscal problems of the older cities of the midwest and northeast. Nonetheless, our research shows that the general trend described above is predominant.

An examination of the total impact of federal aid to education leads to this conclusion: while federal aid in the aggregate is more responsive to urban fiscal problems than state aid, the amount is normally too small to overcome the vast disparities that result from the workings of state/local school finance systems. Further, when total federal aid is broken down into its component programs, the degree of responsiveness varies markedly.

The Title I poverty-related formula funnels money into cities other school districts with urban type problems in ways that state aid formulas do not. Districts with large proportions of nonwhite pupils and districts with low median family income levels receive the highest proportion of Title I funds. Many other federal programs appear to be neutral to such factors, and a number of programs, such as the National Defense Education Act and ESEA Title III, are administered in some states in ways that often work to make rich districts richer. In a number of instances, major cities receive less aid from, for example, ESEA Titles II and III, Vocational Education, and National Defense Education Act Title III than they should have been allotted solely in view of their proportion of the state's school population. This pattern becomes still more discriminatory when comparative cost levels and the more costly educational needs of central city students are taken into account.

In analyzing the fiscal impact of federal aid in relation to state and local revenue patterns, the Syracuse studies examined the ability of federal aid to offset the wealth based disparities that tend to characterize state and local patterns. The total impact of federal aid was not strongly equalizing in terms of property valuation, since urban areas, with their relatively high property tax rolls, tend to attract substantially higher shares of federal aid than do their suburbs. A more accurate index of the impact of federal aid is direct income level, and in that perspective federal aid does have equalizing tendencies, primarily because of Title I.

When we recently examined 1969–70 fiscal data and 1970 census data for the original five states of our "Who benefits?" report (Massachusetts, California, New York, Michigan, and Texas) plus Washington, Kansas, Mississippi, and North Carolina, the same pattern observed in the earlier study emerged again. Since we are not yet ready to use income data, we looked at two proxies that can be expected to match income distributions very closely: the value of owner occupied housing and the cost of monthly rents. As can be seen in tables 2a and 3a in the attached appendix, the lower the monthly rental and value of owner occupied housing, the more Title I and total federal revenues a district received. However, there is a decidedly mixed pattern as far as total revenues are concerned. In the more urban states of New York, California, Michigan, and Massachusetts, districts with higher value housing and higher rents enjoy higher total revenues. In the more rural states of Mississippi, North Carolina, and Kansas, total revenues are higher in lower rent and lower valuation districts, which reflects the great importance of Title I funds to poor rural districts and equally to relatively low expenditure cities such as Kansas City.

A strong relationship exists between rough indexes of educational need and federal aid both in the aggregate and particularly with regard to Title I. Strong positive correlations between the proportion of non-white pupils and federal assistance were found. Tables 1a and 1b clearly show that with the exception of Texas, where there is a high relationship between the proportion of Mexican Americans and federal assistance, and Washington, which has a very small black population, the greater the proportion of blacks living in the school district, the more Title I funds received. However, as I noted earlier, the distribution of discretionary federal funds and state aid tends to be either neutral or, as is the case in North Carolina, Mississippi, and Texas, distributed in favor of districts other than those with high proportions of blacks.

When the distribution of Title I funds within metropolitan areas in the five states was examined, the central cities did almost uniformly well in relation to their surrounding communities. Title I clearly responded to the school finance problems of central cities and poor rural school districts.

In answer to the question, "What if there had been no Title I?" It is clear to me that those districts with the most severe fiscal problems over the last ten years would be in far worse shape today without Title I, in spite of its many shortcomings. The pupils served by Title I projects would have been the real losers if there had been no additional funds or if these funds were spread across all pupils rather than focused specifically on them.

2. THE MAGNITUDE OF TITLE I

A common belief is that the annual expenditure of $1.5 billion in Title I funds has placed a massive amount of additional resources into local school districts for the education of disadvantaged pupils. With very few exceptions this is certainly not the case. Table 1 illustrates what is in all probability the case in most states. The amount of Title I funds per Title I pupil has been added to the average per pupil revenues from all local, state, and federal non-Title I sources for a few randomly selected districts in four states. The key item in the table is found in column 3, the percent additional revenues that we estimate to be available to Title I pupils. The typical district in this table has about 25 percent more revenues available for Title I pupils than for regular pupils in the district, but some striking surprises emerge. New York City, for example, has only 18 percent additional from Title I and Boston only 15 percent. Some districts have considerably more. Of course, comparable Title I per pupil figures will have more of an impact in districts with low revenue per pupil than in those with high revenue. Nevertheless, these figures cannot be said to indicate that massive amounts of compensatory aid are being allocated to disadvantaged pupils in the typical high need school districts. I might add that our method of estimating the amount of additional revenues available assumes that (1) Title I pupils have at least the district's average revenue figure from all sources made available for their education and (2) that Title I funds only benefit Title I pupils and that there is no "spillover" to non-Title I pupils. Since in reality there are real world problems with both assumptions, the figures in the table probably overstate the funds actually available.

TABLE I.—TITLE I ALLOCATIONS IN SELECTED CITIES IN 4 STATES

	Total nontitle I revenue per pupil (ADA)	Title I revenue per title I pupil	Percent additional revenue
California:			
Los Angeles	$1,046	$251	24
San Francisco	1,389	376	27
San Diego	833	291	35
Baldwin Park	724	377	52
Massachusetts:			
Boston	1,142	171	15
Springfield	970	378	39
New York:			
Rochester	1,375	179	13
New York City	1,397	251	18
Syracuse	1,147	319	28
Albany	1,279	434	35
Buffalo	707	424	60
Texas:			
El Paso	588	135	23
Del Rio	588	141	24
San Antonio	568	136	24
Edgewood	385	115	30

How does this additional 25 percent spent on Title I pupils compare with known indexes for other categories of pupils? In New York and many other states, secondary school students (grades 7–12) are weighted 25 percent more than elementary pupils for purposes of determining state aid. In fact, the typical junior or senior high school spends somewhere between 20 and 40 percent more per pupil than the elementary schools in the same district. We might contrast these figures with the Fleischmann Commission's recommendation that an additional 50 percent be spent on each disadvantaged pupil, or the National Educational Finance Project's recommendation for an additional 83 percent. The resources available to the typical disadvantaged pupil would appear to be far short of either recommendation.

TABLE 2.—PER PUPIL EXPENDITURES AND STAFF PER 1,000 PUPILS FROM ALL SOURCES OF FUNDING BY PERCENTAGE OF LOW ACHIEVING PUPILS IN 3 CITIES, 1969-70

	Percent of—					
	Rochester		Syracuse		District 2, New York City	
	Above 45	Less than 15	Above 15	Less than 15	Above 45	Less than 15
Per pupil expenditures	$723	$722	$656	$575	$909	$865
Professional staff	650	656	586	545	811	791
Paraprofessional and clerical	51	44	57	22	84	59
Supplies and equipment	23	22	12	7	15	14
Professional staff per 1,000 pupils	50.0	45.1	51.0	42.4	58.8	53.5
Administration and supervision	3.2	3.0	3.0	2.0	3.5	2.6
Classroom teachers	38.3	35.8	36.2	33.6	41.4	39.6
Support teachers	4.3	2.6	8.1	3.9	11.0	7.3
Special subjects	4.2	3.6	3.8	3.0	3.1	4.0

Table 2 illustrates the same situation by contrasting the schools with the highest proportions of disadvantaged pupils with those with the lowest proportions in three city districts in New York State. Rochester spends essentially the same amount from all funding sources on both sets of schools, Syracuse about 14 percent more and one of the decentralized districts in New York City about 5 percent more. When staffing ratios instead of dollars are used, Rochester has 11 percent more professional staff in the most disadvantaged schools, Syracuse 20 percent more and the New York City district 9 percent more.

3. SCHOOL BY SCHOOL COMPARABILITY

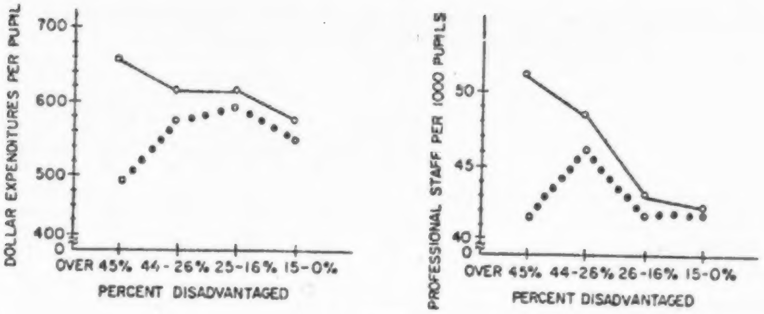
As part of our project for the Fleischmann Commission we conducted a school-by-school audit of the three districts noted above. Schools within each of the three districts were ranked according to the percentage of their enrolled pupils scoring below minimum competence levels on statewide tests. In every case, if special federal and state funds were excluded, the schools with the least low-scoring students had higher per pupil expenditures than those with the most low scoring children. (See Tables 3, 4, and 5)

As I noted earlier, when school expenditures from *all* sources (federal, state, and local) are examined, low scoring schools tend to have higher per pupil expenditures. However, expenditures in low scoring schools are not high enough to convince us that the intent of Congress as expressed in Title I legislation is fulfilled. In fact, tables 3 and 4 demonstrate that for the three districts in New York State, the discrepancy tends to operate to the disadvantage of those students who are most in need of additional resources. The Fleischmann Commission examined these data and noted:

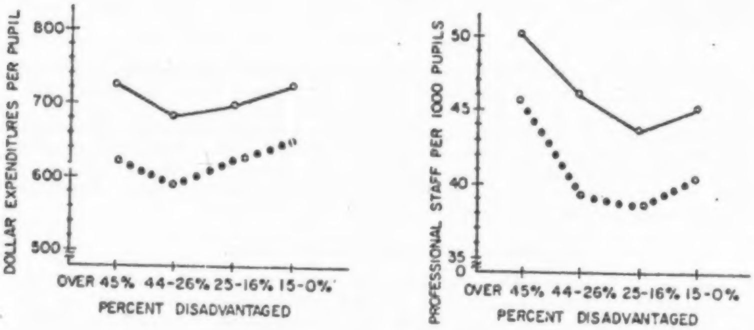
> In order to assure public education funds to the children for whom they were intended, we recommend that the individual school become the center of financial accountability. School-by-school fiscal accounting will make it possible to accurately link resource allocation with student performance.*

**Final Report of the New York State Commission on the Quality, Cost, and Financing of Elementary and Secondary Education*, Volume 3.

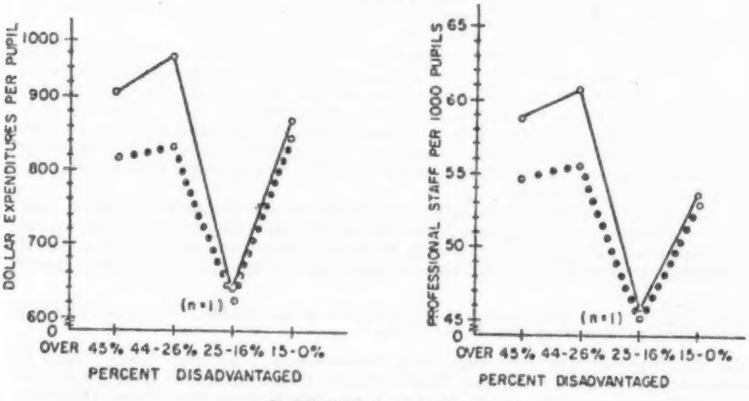
TABLE 3.—Expenditures Per Pupil and Professional Staff Per 1,000 Pupils in Elementary Schools by Percent Educationally Disadvantaged: Relationship of Tax Levy and General State Aid to Total All Sources for Three Districts, 1969–70 (mean values)



SYRACUSE



ROCHESTER



DISTRICT NO. 2 NEW YORK CITY

ALL SOURCES ——

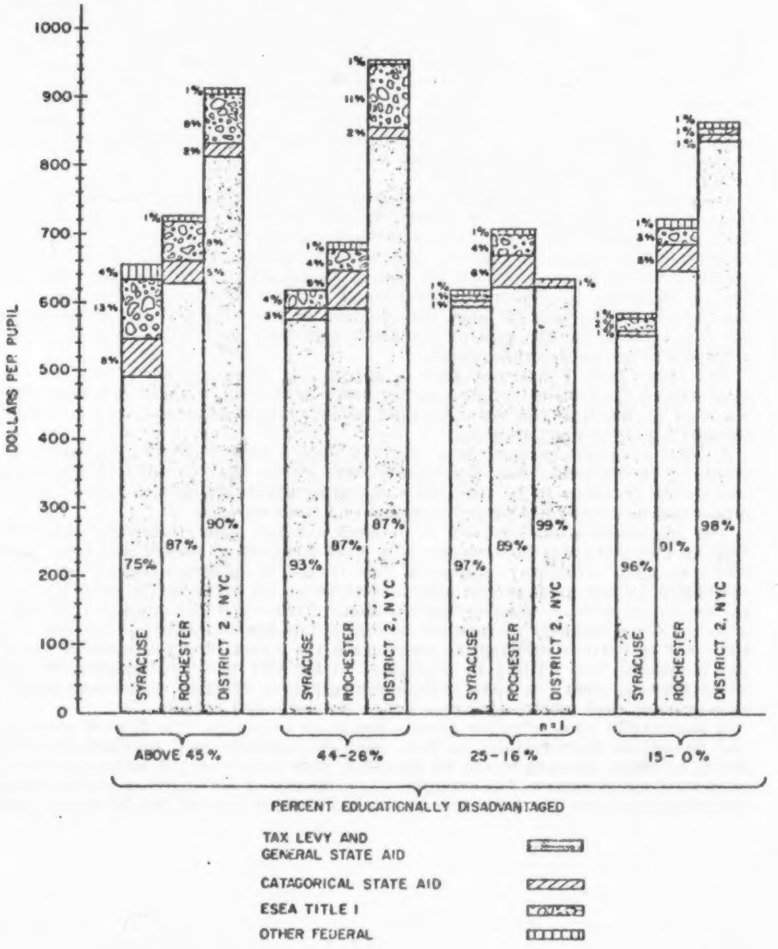
TAX LEVY AND GENERAL STATE AID ●●●●●

TABLE 4.—AVERAGE PER PUPIL EXPENDITURES AND STAFF PER 1,000 PUPILS IN ELEMENTARY SCHOOLS IN 3 CITIES BY SOURCE OF FUNDING AND PERCENTAGE OF LOW ACHIEVING PUPILS, 1969-70

District	Above 45 percent		44 to 26 percent		25 to 16 percent		15 to 0 percent	
	All [1] sources	Tax levy and [2] GSA	All sources	Tax levy and GSA	All sources	Tax levy and GSA	All sources	Tax levy and GSA
Per pupil cost:								
New York City District 2	$909	$817	$959	$835	$629	$622	$865	$858
Rochester	723	626	683	591	699	625	722	657
Syracuse	656	491	617	575	616	595	575	553
Staff/1,000 pupils:								
New York City District 2	58.8	54.5	60.8	55.5	45.6	45	53.5	53
Rochester	50	45.6	46	39.3	43.7	38.5	45.1	40.4
Syracuse	51	41.2	48.4	46	43	41.9	42.4	41.7

[1] All sources includes all funds from local, State, and Federal sources.
[2] Funds from general State aid and local sources.

TABLE 5.—Expenditures Per Pupil in Elementary Schools in Three Districts by Percent Educationally Disadvantaged and Sources of Funding 1969–70 (mean values)



RECOMMENDATIONS

To this point, I have attempted to summarize some of the main findings of our research relating to 1) the pattern of Title I distribution, 2) the magnitude of Title I, and 3) the school-by-school differences in spending levels and their relation to the proportions of educationally disadvantaged pupils. It is my judgment that the data and the findings I have described have direct relevance to the task facing this committee: consideration of possible revision and extension of Title I of ESEA. Therefore, I would like to present the following four recommendations for increasing the effectiveness of Title I.

1. Title I—or aid for the educationally disadvantaged under educational revenue sharing—should continue as a categorical program with clear guidelines for states, local educational agencies and schools covering distributional and service objectives.

While Title I has served as an effective fiscal tool over the past eight years, and has made educators and citizens more aware of the possibilities of providing more effective educational opportunities for the disadvantaged, the long range goal of allocating services to pupils on the basis of their educational needs is far from achieved. Indeed, in recognizing how far we have to go we might well ask the question, "Where would our schools be today without Title I?" in terms of serving the educationally disadvantaged and providing additional funds to hard pressed urban and rural districts for that purpose. If annual appropriations of 1.5 billion had been distributed as general aid since 1965, would they have accomplished what Title I has achieved? I am persuaded that the answer is "no," and that the nation clearly requires a strong federal continuation of compensatory aid. Strong federal initiative is necessary for two reasons. First, those districts that have benefited most from Title I would probably not get the help they need from their states. Second, the immense problems facing core cities are not local, or even state-generated conditions. The degenerating fiscal plant of older cities and the character of their urban populations are problems created by national economic conditions and the mobility patterns of the general population, and as such they deserve national responses.

2. Title I should be fully funded.

Despite the host of problems related to Title I, its funding should be vastly increased to bring its appropriations to the levels envisioned in the original legislation. Only when it is funded in that manner can the program be fairly judged. While evaluations of the educational benefits of Title I thus far have been mixed, as I noted earlier, its record as a fiscal device is clearly the best of any program in American educational finance. Much still remains to be learned about how best to teach the children of the poor, but this is no excuse for failing to make the greater resources that had been envisioned in Title I available to teachers of these pupils.

However, Title I has not been a failure. It has succeeded admirably to serve one of the legislative purposes set forth in the Act, namely to assist school districts in meeting the costs brought on by heavy concentrations of educationally disadvantaged students.

3. Title I should be used as a lever to insure wide participation in Title I planning at the local level. Specifically, this means that parent advisory councils should continue to be required and comparability reports should occur annually and be readily available to parents and other citizens.

The implementation strategy of federal aid has been essentially topdown. Federal and state standards supposedly were designed to insure that local agencies responded to federal categorical priorities. The program negotiations were conducted among professional administrators at all three levels with little involvement of parents, teacher organizations, students, and community agencies. This top-down strategy of regulations and guidelines contains neither the sanctions nor incentives sufficient to accomplish the categorical purposes of federal aid in general and Title I in particular in all fifty states. Moreover, the top-down strategy does not have sufficient leverage to reorient classroom practice or to insure that money always reaches the intended targets.

A potentially more effective system would be to reverse the flow of sanctions and incentives substantially so that students, parents, and teachers with the desire to effect changes would be provided with access to the means to accomplish national purposes. For example, the difficulty of determining and assessing comparability over the past few years has become one of the knottiest problems associated with the administration of Title I. Neither the typical state nor the USOE has the way and often not the will to really determine and enforce comparability standards that both fulfill federal guidelines and yet remain flexible enough to adjust to local conditions. A potentially more effective method of auditing school district behavior in terms of comparability requirements would be to place responsibility for the auditing function in the hands of local citizens. To accomplish that approach, data such as that contained in the current comparability reports would have to be compiled annually. Indeed, it should be a routine part of a comprehensive management information system and should be readily available for examination and analysis by parent groups and other interested citizens. Also, local citizen groups should have the services of state education agency staff, or if necessary, USOE staff who can assist them in determining whether the district is fulfilling federal guidelines.

4. State level and school level administration of Title I should be governed by flexible administrative patterns designed to meet guidelines and objectives through a variety of means. The federal role should be used as a lever to get states and local districts to plan more effectively for the allocation of resources and the educational experiences of disadvantaged pupils.

One of the clearest conclusions drawn from Professors Berke and Kirst's analysis in Federal Aid to Education: Who Benefits? Who Governs? Is that states and local school districts differ markedly in their ability and willingness to plan effectively to meet the educational needs of their citizens. The federal role in dealing with state and local education agencies should reflect those differences. Considerable latitude should be given to those states and local districts that engage in some form of comprehensive planning or priority setting. States might be permitted to define high need pupils in a manner different from the federal government, say, by the use of achievement test scores. Similarly, the federal government might require that states move toward systems of assessment of performance of their educational programs in order to enjoy greater latitude in allocating resources. States might also be permitted to merge Title I funds with state compensatory funds and distribute them as one package. Local districts might be permitted to develop a system to insure comparability that is different from the USOE comparability report as long as the intent of the legislation is clearly followed. For example, the primary objective is that schools and classrooms with higher proportions of disadvantaged pupils receive substantially higher levels of resources. As far as the individual principal or teacher is concerned, the source of funding for those resources is immaterial as long as they get the resources. If comprehensive planning, comprehensive information systems and wide citizen participation can insure that objective, the district should be permitted to conduct its business in terms of locally rather than federally determined procedures.

On the other hand, states and districts that do not engage in a planning process approved by the USOE should have allocations to individual districts and perhaps even schools determined by the USOE. In short, if local districts and states want local control over decision-making concerning resource allocations to the disadvantaged, they must indicate their willingness and ability to exercise that control in terms of national as well as local objectives.

SUMMARY

It may be useful to summarize. From the studies we have conducted over the last four years at the SURC Policy Institute, two conclusions about Title I ESEA are apparent. First, Title I has been a substantial success as a fiscal device. It distributes added revenues to those local districts which are least able to provide extra resources for high need pupils. In particular, higher levels of Title I funds go to those school districts which are characterized by central city or rural school finance problems; which have higher proportions than ordinary of minority pupils; whose income level tends to be lower than normal, and where greater educational need exists as measured by average achievement scores.

Second, Title I has for the first time linked the concern of educators for the disadvantaged child with an effective process of allocating resources for his education. Enhanced awareness of and concern for educational disadvantage, as well as heightened fiscal equity within school districts, are among the positive achievements of the program.

On the basis of our research, on my own experience as an educator, and from my personal conviction that the federal government has a responsibility to help in overcoming the patterns of unfairness and irrationality that characterize American public education, I have drawn the following four recommendations:

1. Title I should continue as a categorical aid with clear guidelines for states, local education agencies and schools covering distributional and service objectives.
2. Title I should be funded at its authorization levels.
3. Title I should be used as a lever to insure wide participation in Title I planning at the local level. Specifically, this means that parent advisory councils should continue to be required and comparability reports should occur annually and be readily available to parents and citizens.
4. State level and school district level administration of Title I should be governed by flexible administrative patterns designed to meet guidelines and objectives through a variety of means. The federal role should be used to help states and local districts to plan more effectively for the allocation of resources and the educational experiences of disadvantaged pupils.

I hope that this testimony has been of use to the committee and I am delighted to respond to whatever questions you may have.

APPENDIX TO REPORT OF FEDERAL AID RESEARCH, SYRACUSE UNIVERSITY RESEARCH CORPORATION

The following appendices display data in which federal and state aids are compared to the distribution of racial/ethnic characteristics, the value of owner occupied housing and monthly rents in a sample of school districts in nine states. The school district fiscal data were collected in the USOE's ELSEGIS III survey for the 1969–70 school year. The socio-economic characteristics are from the 1970 census of population and housing mapped for school district boundaries also supplied by the USOE.

TABLE 1a.—TITLE I, STATE-LOCAL AND DISCRETIONARY FEDERAL REVENUES BY DISTRICT POPULATION PERCENT NEGRO FOR 9 STATES, 1969–70

Percent of Negro population	Title I revenue: Cost per student (in ADA)	Title I revenue: Percent of total revenue	State-local revenue per student	Discretionary Federal revenue per student	Total revenue per ADA
New York (over 20):					
Buffalo	$95	11.9	$657	[illegible]	$80
Hempstead	71	11.4	539	2	613
Mt. Vernon	61	4.5	1,359	3	1,366
New York City	83	5.6	1,366	4	1,476
All 182 districts	15	1.3	1,220	4	1,245
California (over 30:)					
Compton Union High	30	5.0	536	16	597
Oakland City	48	4.4	965	6	1,111
Ravenswood City Elementary	71	7.6	925	0	944
All 255 districts	14	1.6	830	4	884
Michigan (over 19):					
Benton Harbor	37	3.8	933	5	989
Detroit	39	3.9	921	14	1,022
Ecorse	19	1.7	1,045	5	1,085
Highland Park	23	1.3	1,707	21	1,830
Inster	24	2 4	913	39	987
River Rouge	41	2.4	1,655	3	1,671
All 178 districts	11	1.1	1,040	6	1,070
Massachusetts (over 12):					
Boston	44	3.7	1,107	20	1,186
Springfield	33	3.3	911	25	1,003
All 153 districts	8	.9	1,068	8	1,104
Texas (over 40):					
Crockett	96	12.5	551	0	687
La Vega	12	2.2	522	0	553
Northeast Houston	11	2.1	487	2	510
Wilmer-Hutchins	12	2.2	525	0	553
All 198 districts	26	4.0	597	4	675

TABLE 1a.—TITLE I, STATE-LOCAL AND DISCRETIONARY FEDERAL REVENUES BY DISTRICT POPULATION PERCENT NEGRO FOR 9 STATES, 1969-70

Percent of Negro population	Title I revenue		State-local revenue per student	Discretionary Federal revenue per student	Total revenue per ADA
	Cost per student (in ADA)	Percent of total revenue			
Mississippi (over 70):					
Bolivar County No. 1	$13	$2.2	$414	$4	$578
Bolivar County No. 2	219	31.3	436	10	700
Bolivar County No. 3	163	50.2	303	4	324
Coahoma County	81	18.7	325	0	432
Holmes County	17	3.0	366	4	552
Tunica County	144	28.3	325	4	507
All 73 districts	58	12.3	372	9	460
North Carolina (over 50):					
Bertie County	117	16.4	547	25	713
Edgecombe County	108	16.2	512	5	664
Gates County	77	11.4	551	7	671
Halifax County	113	16.3	530	5	690
Hertford County	70	10.8	542	7	649
Northampton County	109	16.5	506	6	659
Warren County	129	17.9	546	9	723
All 94 districts	50	7.4	575	11	664
Washington (over 6):					
Cloverpark	6	.6	888	10	1,052
Pasco	18	1.9	837	5	911
Seattle	15	1.3	1,072	6	1,129
Tacoma	5	1.5	1,003	9	1,088
All 167 districts	13	1.4	877	6	955
Kansas (over 14):					
Junction City	25	3.1	547	1	804
Kansas City	37	4.4	709	4	828
All 80 districts	22	2.5	842	4	905

TABLE 1b.—STATE, LOCAL, AND FEDERAL REVENUE PATTERNS BY DISTRICT POPULATION PERCENT NEGRO, 9 SELECTED STATES, 1969-70

Population percent Negro	State revenue per ADA	Local revenue per ADA	Federal revenue per ADA	Total revenue per ADA
New York:				
Over 20 percent Negro:				
Buffalo	$620	$37	$146	$802
Hempstead	406	133	84	623
Mount Vernon	479	880	7	1,366
New York City	569	797	110	1,476
All 182 districts	629	591	25	1,245
California:				
Over 30 percent Negro:				
Compton	493	43	61	597
Oakwood	272	692	147	1,111
Ravenswood	328	597	19	944
All 255 districts	323	507	54	884
Michigan:				
Over 29 percent Negro:				
Benton Harbor	458	475	56	989
Detroit	429	491	101	1,022
Ecorse	174	870	40	1,085
Highland Park	728	979	124	1,830
Inkster	647	266	74	987
River Rouge	165	1,501	5	1,671
All 178 districts	463	576	31	1,070
Massachusetts:				
Over 12 percent Negro:				
Boston	309	798	79	1,186
Springfield	273	338	92	1,003
All 153 districts	215	853	35	1,104
Texas:				
Over 40 percent Negro:				
Crockett	376	175	135	687
La Vega	322	200	31	553
Northeast Houston	306	181	23	510
Wilmer-Hutchins	312	213	28	553
All 198 districts	297	301	78	675

TABLE 1b.—STATE, LOCAL, AND FEDERAL REVENUE PATTERNS BY DISTRICT POPULATION PERCENT NEGRO, 9 SELECTED STATES, 1969–70—Continued

Population percent Negro	State revenue per ADA	Local revenue per ADA	Federal revenue per ADA	Total revenue per ADA
Mississippi:				
Over 70 percent Negro:				
Bolivar County No. 1	$298	$135	$165	$578
Bolivar County No. 3	325	111	264	700
Bolivar County No. 3	289	14	22	324
Coahoma	308	17	108	432
Holmes	300	66	187	552
Tunica	314	12	182	507
All 73 districts	262	110	88	460
North Carolina:				
Over 50 percent Negro:				
Bertie	455	92	166	713
Edgecombe	406	106	151	664
Gates	454	97	120	671
Halifax	433	96	161	690
Hertford	420	122	107	649
Northampton	439	68	153	659
Warren	468	78	177	723
All 94 districts	419	156	90	664
Washington:				
Over 6 percent Negro:				
Clover Parl	574	313	164	1,052
Pasco	504	333	74	911
Seattle	391	681	57	1,129
Tacoma	584	334	85	1,088
All 167 districts	512	365	77	955
Kansas:				
Over 14 percent Negro:				
Junction City	300	247	256	804
Kansas City	222	487	119	828
All 80 districts	277	565	62	905

TABLE 2a.—TITLE I, STATE, LOCAL, AND DISCRETIONARY FEDERAL REVENUES BY DISTRICT MEAN VALUE PER UNIT OF OWNER-OCCUPIED HOUSING FOR 9 SELECTED STATES, 1969–70

Mean housing value	Title I revenue		State-local revenue per student	Discretionary Federal revenue per student	Total revenue per ADA
	Dollars per student (in ADA)	Percent of total revenue			
New York:					
High (above $30,000)	$9	0.7	$1,427	$2	$1,443
Medium ($18,000 to $30,000)	14	1.3	1,162	4	1,188
Low (below $18,000)	22	2.0	1,086	4	1,122
All 182 districts	15	1.3	1,220	4	1,245
California:					
High (above $30,000)	5	.5	975	3	1,006
Medium ($20,000 to $30,000)	12	1.5	812	3	861
Low (below $20,000)	23	2.8	759	4	852
All 255 districts	14	1.6	830	4	884
Michigan:					
High (above $24,000)	4	.4	1,198	4	1,216
Medium ($14,000 to $24,000)	11	1.1	1,047	6	1,080
Low (below $14,000)	17	1.9	857	5	895
All 178 districts	11	1.1	1,040	6	1,070
Massachusetts:					
High (above $26,000)	4	.4	1,195	6	1,222
Medium ($18,000 to $26,000)	9	.9	1,022	5	1,057
Low (below $18,000)	11	1.3	1,028	15	1,073
All 153 districts	6	.9	1,068	8	1,104
Texas:					
High (above $16,000)	8	1.2	644	3	691
Medium ($10,000 to $16,000)	23	3.6	599	4	670
Low (below $10,000)	51	7.5	551	1	677
All 198 districts	26	4.0	597	4	675
Mississippi:					
High (above $15,000)	31	9.1	367	7	427
Medium ($10,000 to $15,000)	58	12.6	352	9	443
Low (below $10,000)	75	13.6	425	7	526
All 173 districts	58	12.3	372	9	460
North Carolina:					
High (above $16,000)	27	4.2	615	8	682
Medium ($12,000 to $16,000)	44	6.6	575	12	660
Low (below $12,000)	80	12.0	537	9	658
All 94 districts	50	7.4	575	11	664

TABLE 2a.—TITLE I, STATE, LOCAL, AND DISCRETIONARY FEDERAL REVENUES BY DISTRICT MEAN VALUE PER UNIT OF OWNER-OCCUPIED HOUSING FOR 9 SELECTED STATES, 1969–70—Continued

Mean housing value	Title I revenue: Dollars per student (in ADA)	Title I revenue: Percent of total revenue	State-local revenue per student	Discretionary Federal revenue per student	Total revenue per ADA
Washington:					
High (above $24,000)	$3	$.3	$1,011	$7	$1,049
Medium ($14,000 to $24,000)	12	1.5	867	5	932
Low (below $14,000)	19	2.3	788	3	960
All 167 districts	13	1.4	877	6	955
Kansas:					
High (above $16,000)	15	1.8	810	5	885
Medium ($10,000 to $16,000)	24	2.7	826	4	883
Low (below $10,000)	24	2.6	931	2	997
All 80 districts	22	2.5	842	4	905

TABLE 2a.—STATE, LOCAL, AND FEDERAL REVENUES BY DISTRICT MEAN VALUE PER UNIT OF OWNER-OCCUPIED HOUSING FOR 9 SELECTED STATES, 1969–70

Mean housing value	State revenue per ADA	Local revenue per ADA	Federal revenue per ADA	Total revenue per ADA
New York:				
High	$525	$902	$15	$1,443
Medium	639	523	25	1,188
Low	734	351	36	1,122
California:				
High	281	694	30	1,006
Medium	330	481	48	861
Low	334	425	82	852
Michigan:				
High	401	793	17	1,216
Medium	480	567	32	1,080
Low	465	391	37	895
Massachusetts:				
High	183	1,012	27	1,222
Medium	216	805	35	1,057
Low	252	776	44	1,073
Texas:				
High	279	364	47	691
Medium	294	304	70	670
Low	317	233	125	677
Mississippi:				
High	174	192	60	427
Medium	255	96	91	443
Low	338	86	100	526
North Carolina:				
High	401	213	66	682
Medium	419	155	85	660
Low	435	101	121	658
Washington:				
High	578	432	38	1,049
Medium	508	359	65	932
Low	469	320	172	960
Kansas:				
High	261	548	75	885
Medium	270	556	56	883
Low	315	615	66	997

TABLE 3a.—TITLE I AND STATE-LOCAL REVENUE PATTERNS BY DISTRICT MEAN VALUE PER UNIT OF MONTHLY RENT FOR 9 SELECTED STATES

Mean monthly rent	Title I revenue: Dollars per student (in ADA)	Title I revenue: As percent of total revenue	State-local revenue per student	Discretionary Federal revenue per student	Total revenue per ADA
New York:					
High (above $150)	$9	0.8	$1,409	$2	$1,427
Medium ($90 to $150)	14	1.2	1,145	3	1,171
Low (below $90)	24	2.2	1,079	5	1,114
All 182 districts	15	1.3	1,220	4	1,245
California:					
High (above $150)	4	.5	943	3	968
Medium ($100 to $150)	12	1.4	812	3	867
Low (below $100)	23	2.9	781	5	856
All 255 districts	14	1.6	830	4	884
Michigan:					
High (above $140)	4	.4	1,150	5	1,170
Medium ($80 to $140)	12	1.2	1,065	6	1,097
Low (below $80)	15	1.8	839	5	878
All 178 districts	11	1.1	1,040	6	1,070
Massachusetts:					
High (above $130)	5	.5	1,194	5	1,221
Medium ($85 to $130)	7	.7	1,059	5	1,094
Low (below $85)	13	1.5	967	15	1,012
All 153 districts	8	.9	1,068	8	1,104
Texas:					
High (above $90)	8	1.3	587	2	663
Medium ($50 to $90)	25	3.9	608	5	677
Low (below $50)	52	7.6	581	1	682
All 198 districts	26	4.0	597	4	675
Mississippi:					
High (above $55)	22	5.3	381	6	431
Medium ($35 to $55)	59	13.2	359	10	449
Low (below $35)	112	20.7	397	9	545
All 73 districts	58	12.3	372	9	460
North Carolina:					
High (above $70)	27	4.1	595	11	681
Medium ($45 to $70)	40	6.2	578	11	655
Low (below $45)	89	13.1	549	10	679
All 94 districts	50	7.4	575	11	664
Washington:					
High (above $120)	4	.4	1,064	7	1,101
Medium ($60 to $120)	12	1.5	840	5	905
Low (below $60)	21	2.4	889	3	1,119
All 167 districts	13	1.4	877	6	955
Kansas:					
High (above $90)	15	1.8	753	5	857
Medium ($55 to $90)	23	2.6	839	4	893
Low (below $55)	26	2.8	963	0	1,012
All 80 districts	22	2.5	842	4	905

TABLE 3b.—STATE, LOCAL, AND FEDERAL REVENUE PATTERNS BY DISTRICT MEAN VALUE PER UNIT OF MONTHLY RENT FOR 9 SELECTED STATES, 1969–70

Mean monthly rent	State revenue per ADA	Local revenue per ADA	Federal revenue per ADA	Total revenue per ADA
New York:				
High	$581	$847	$18	$1, 427
Medium	628	518	25	1, 171
Low	697	382	34	1, 114
California:				
High	299	644	25	968
Medium	332	481	53	867
Low	361	464	75	856
Michigan:				
High	407	742	20	1, 170
Medium	483	581	31	1, 097
Low	468	371	39	878
Massachusetts:				
High	185	1, 008	27	1, 221
Medium	219	839	34	1, 094
Low	234	732	44	1, 012
Texas:				
High	268	318	76	663
Medium	294	314	69	677
Low	335	245	101	682
Mississippi:				
High	234	147	49	431
Medium	257	101	90	449
Low	320	76	147	545
North Carolina:				
High	404	191	85	681
Medium	414	163	76	655
Low	442	106	129	679
Washington:				
High	596	467	36	1, 101
Medium	499	341	64	905
Low	495	394	229	1, 119
Kansas:				
High	260	492	104	857
Medium	274	564	54	823
Low	305	657	48	1, 019

STATEMENT OF DR. ROBERT J. GOETTEL, ASSOCIATE DIRECTOR, EDUCATIONAL FINANCE AND GOVERNANCE PROGRAM, POLICY INSTITUTE, SYRACUSE UNIVERSITY RESEARCH CORP.

Dr. GOETTEL. Mr. Chairman, I am Dr. Robert J. Goettel, associate director of the Educational Finance and Governance Program, Policy Institute, Syracuse University Research Corp. My statement this morning is drawn from a series of studies in the financing of elementary and secondary education conducted by the Syracuse University Research Corp. over the past 4 years.

I think it might be well if I just summarized the major series in that study for your information.

The first is a study of Federal aid to education recently published in book form as "Federal Aid to Education: Who Benefits? Who Governs?" by my colleagues, Joel S. Berke and Michael W. Kirst, who is here today. (Lexington: D.C. Health, 1973.)

(2) A study of State school finance conducted for the New York Fleischmann Commission and published in book form as "Financing Equal Educational Opportunity: Alternatives for State Finance," by Joel S. Berke, Alan K. Campbell, and Robert J. Goettel (Berkeley: McCutchan Publishing Corporation, 1972).

(3) A project for the President's Commission on School Finance whose report is "Improving Information Systems for Educational Policy Making," by Robert J. Goettel and Joel S. Berke (Washington, D.C.: President's Commission on School Finance, 1971).

(4) A current and continuing long term analysis of the financial aspects of American public education under contract with the USOE/HEW School Finance Task Force.

I should indicate that the views I shall express in this testimony are consonant with those of my colleagues who participated in these studies; I represent only myself this morning and do not speak for the Syracuse University Research Corp.

The purpose of my statement today is, first, to assist the committee in understanding the findings of our research as it applies to the effects of Title I on local school districts, and second, to provide some recommendations which appear to me to derive from our research.

Let me begin by stating two broad conclusions. The first is that title I is a substantial success as a fiscal device for distributing additional revenue to local districts least able to provide extra resources for high need pupils. I say that because decidedly higher levels of title I funds go to school districts with:

(1) central city or rural locations,

(2) higher proportions of minority pupils,

(3) lower income levels of the general population, and

(4) greater educational need as measured by average achievement scores.

My second conclusion is that title I has for the first time linked the concern among educators for the neglected, disadvantaged child with a systematic process of allocating resources for his education.

Though the evidence thus far on title I pupil achievement results is not consistently encouraging, to judge a program reaching 9 million children on the single dimension of test scores is to ignore the other political objectives embedded in title I.

Fiscal equalization and enhanced awareness of and concern for educational disadvantage must be considered a positive achievement of the program and cannot be excluded from a balanced review of the effects of title I.

Let us turn now to a more detailed discussion of the evidence on which those conclusions are based.

The critical factor needed for an understanding of the flow of title I funds concerns the fact that in many States, districts facing the toughest fiscal and educational problems receive the most from title I but the least in State aid and other Federal revenues over which States have discretion.

In most large central cities, particularly those in the Northeast and Midwest, an extremely discouraging financial pattern prevails. Compared with their suburbs, central cities have populations proportionately more impoverished and heavily composed of ethnic and racial minorities, and a pupil population which includes disproportionate numbers of foreign-born, handicapped, racial minorities, and poor—pupils whose education requires extensive resources.

Yet central city per pupil expenditures are frequently less than or only marginaly higher than those of surrounding suburbs. Because of generally higher prices and salary levels in the large city, even an equal amount of money tends to provide less education than it does in suburban school districts.

The growth of the property base in the central city, from which the local share of school revenue is drawn, has been only a fraction of that of outlying suburbs over the last decade.

Further, as a result of both the relative decline in their fiscal situation and the greater demands for public services in heavily urban areas—police, public health, transportation, and welfare—tax effort as a proportion of per capita income and per capita expenditures for public services is considerably higher in most large core cities than in suburban areas.

There are, of course, important exceptions to these generalizations. Some suburban districts are heavily urban in composition and suffer from many of the problems ascribed to central cities, whereas some cities, particularly those in the West, tend to be less densely populated and less afflicted with the urban fiscal problems of the older cities of the Midwest and Northeast. Nonetheless, our research shows that the general trend described above is predominant.

An examination of the total impact of Federal aid to education, including funds beyond title I, leads to this conclusion: While Federal aid in the aggregate is more responsive to urban fiscal problems than State aid, the amount is normally too small to overcome the vast disparities that result from the workings of State/local school finance systems.

Further, when total Federal aid is broken down into its component programs, the degree of responsiveness varies markedly.

The title I poverty-related formula funnels money into cities and other school districts with urban-type problems in ways that State aid formulas do not. Districts with large proportions of nonwhite pupils and districts with low median family income levels receive the highest proportion of title I funds.

Many other Federal programs appear to be neutral to such factors, and a number of programs, such as the National Defense Education Act and ESEA title III, are administered in some States in ways that often work to make rich districts richer.

In a number of instances, major cities receive less aid from, for example, ESEA title II and III, vocational education, and National Defense Education Act, title III, than they should have been allotted solely in view of their proportion of the State's school population.

Now, it seems to me that it might be useful here, 8 years after title I became a fact, to deal with the question: What if there had been no title I over these past 8 years?

It is clear to me that those districts with the most severe fiscal problems over the last 10 years would be in far worse shape today without title I, without that categorical aid zeroed in on the particular set of problems of the disadvantaged. We say all this in spite of the many shortcomings that exist in title I.

The pupils served by title I projects would have been the real losers if there had been no additional funds or if these funds were spread across all pupils rather than focused specifically on the disadvantaged.

It is a common assumption or belief, if you will, that because the Federal Government is putting $1½ billion into title I, that vast amounts of additional resources have been placed in local school districts for the education of disadvantaged pupils, but that is not necessarily the case.

We have included a table in this testimony on page 8 which gives you an idea of the magnitude of additional resources placed on title I pupils.

We have assumed that first, every title I youngster in the selected school districts receives at least the average expenditure for the district. Now there are problems with that, as we all know, but for purposes of analysis that is a useful assumption.

Second, we have further assumed for this analysis that all the title I money that goes to a school district gets to title I pupils. Now we are probably overstating things a bit by making that assumption, but nevertheless, when we make those two assumptions together, we find that the typical title I youngster in most of these districts, districts which in many respects are illustrative of the conditions facing urban type school districts across the country, the typical title I youngster receives about 25 percent more revenues than the nontitle I youngster. Some districts such as New York and Boston, as we have indicated here, are far below that 25 percent: Boston has about 15 percent additional, New York City about 18 percent additional.

But we might compare that tendency to be around 25 percent additional revenues for the disadvantaged with other indexes of need as reflected in State education aid formulas. For example, in New York State and a number of other States, the State weighs secondary school pupils so that local districts receive 25 percent more State aid than elementary school pupils.

The Fleischmann Commission in New York State has recommended that an additional 50 percent in resources be placed upon disadvantaged youngsters, and the studies by the national educational finance project have recommended that that additional level of resources be something closer to 75 or 80 percent.

All things considered, I think we can see that the magnitude of title I as it impacts upon title I youngsters or schools has been nowhere near any of those recommendations and is much closer to the additional funds that we have traditionally spent on secondary school pupils.

In a second table we have illustrated the same situation by contrasting schools in three urban districts in New York State with the highest proportions of disadvantaged pupils with schools that have the lowest proportions, and we can see that of the three cities, Syracuse in 1969–70, spent only 14 percent more from all sources of funding, including title I, including other categorical Federal aids, and including New York State's urban aid program than they spent on their less disadvantaged schools.

Indeed, in the centralized district we examined in New York City, schools with the highest proportion of disadvantaged pupils were receiving only 5 percent more in dollar resources, and Rochester was spending essentially the same in both categories of schools. In staff, Rochester was provided 11 percent more in the most disadvantaged schools, and New York City 9 percent more in the most disadvantaged schools.

Incidentally, we define "the most disadvantaged" as those schools having 45 percent or more of the enrolled pupil population scoring below the minimum competence level, which is comparable to 2 years below grade level on statewide achievement tests. We used the achievement tests as measures of educational need rather than a poverty formula.

In every case when title I funds were excluded from the analysis, the comparability question, schools with the least low-scoring pupils had the highest per pupil expenditures.

There are three tables that you can examine in some detail in that regard, and I don't want to go into that detail now. You might wish to ask questions about them.

As I noted before, when school expenditures from all sources—Federal, State, and local—are examined, low-scoring schools tend to have higher per pupil expenditures. However, expenditures in low-scoring schools are not high enough to convince us that the intent of Congress as expressed in title I legislation is fulfilled.

In fact, there are at least two of these tables that demonstrate that for the three districts in New York State the discrepancy tends o operate to the disadvantage of those pupils who are most in need of additional resources. In that regard, the Fleischmann Commission has made an eminently fine recommendation in suggesting that the State require local districts to maintain a school-by-school budgeting and accounting system.

Title I comparability reports are a step in that direction, but occasionally citizens in local communities incur considerable difficulty finding out the results of those studies, as I am sure you are well aware.

To this point I have attempted to summarize some of the main findings in our research concerning (1) the pattern of title I distribution, (2) the magnitude of title I flows upon local school districts, and (3) the school-by-school differences in spending levels and their relation to the proportions of educationally disadvantaged pupils.

It is my judgment that the data and the findings from these studies have direct relevance to the task facing this committee, and that is consideration of possible revision and extension of title I.

Therefore, I would like to present the following four recommendations that I believe would increase the effectiveness of title I as it impacts upon local school districts and schools and youngsters.

First, title I, or whatever it ends up being called when a final decision is made, should continue as a categorical program with very clear guidelines for States, local educational agencies, and schools, covering distribution and service objectives.

While title I has served as an effective tool over the past 8 years and, as noted earlier, has made educators and citizens more aware of the possibilities of providing more effective educational opportunities for the disadvantaged, the long-range goal of allocating services to pupils on the basis of their educational needs is, I would submit, far from being achieved.

Indeed, as we noted before in dealing with the question "Where would our schools be today without title I?" In terms of serving the educationally disadvantaged and providing additional funds to hard-pressed urban and rural districts for that purpose, it has been an eminently successful mechanism.

If annual appropriations of $1.5 billion had been distributed as general aid since 1965 instead of as categorical aid focused on the disadvantaged, would those resources have accomplished what title I has achieved?

I am persuaded that the answer to that question has to be "no" and that the Nation clearly requires a strong Federal continuation of compensatory aid.

Strong Federal initiative in this area is necessary for two reasons. First, as noted already, those districts that benefited most from title I would probably not get the help they needed from their States. The studies at Syracuse have clearly demonstrated that fact.

Second, the immense problems facing core cities in particular are not local or even State-generated conditions. The degenerating fiscal plight of older cities and the character of their urban populations are problems created by national economic conditions and the mobility patterns of the general population, and as such they deserve national responses and not simply State and local responses.

Recommendation No. 2: Title I should be fully funded. I am sure you have heard that one before. Nevertheless, if we look at the marginal increases in resources that have been placed upon disadvantaged youngsters, those resources fall far short of the need.

Title I has certainly not been a failure, it has succeeded admirably to serve one of the legislative purposes set forth in the act; namely, to assist school districts in meeting those extra costs that are brought on by heavy concentrations of educationally disadvantaged students.

Recommendation No. 3: Title I should be used as a lever to insure wide participation in planning at the local level. Specifically, this means that parent advisory councils should continue to be required and comparability reports should occur annually and be readily available to parents and other citizens.

As Professor Kirst has eloquently stated, the implementation strategy of Federal aid has been essentially top-down. Federal and State standards supposedly were designed to assure that local education agencies responded to Federal categorical priorities.

Program negotiations were conducted among professional administrators at all three levels with little involvement of parents, teacher organizations, students, and community agencies. This top-down strategy of regulations and guidelines contains neither the sanctions nor incentives sufficient to accomplish the categorical purposes of Federal aid in general and title I in particular in all 50 States.

Moreover, the top-down strategy does not have sufficient leverage to reorient classroom practice or to insure that money always reaches the intended targets.

A potentially more effective system would be to reverse the flow of sanctions and incentives substantially so that students, parents, and teachers with the desire to effect changes would be provided with access to the means to accomplish national purposes.

For example, the difficulty of determining and assessing comparability over the past few years has become one of the knottiest problems associated with the administration of title I. Neither the typical State nor the USOE has the way and often not the will to really determine and enforce comparability standards that both fulfill Federal guidelines and yet remain flexible enough to adjust to local conditions.

A potentially more effective method of auditing school district behavior in terms of comparability requirements would be to place responsibility for the auditing function in the hands of local citizens. To accomplish that approach, data such as that contained in the current comparability reports would have to be compiled annually and made available.

Indeed, it should be a routine part of a comprehensive management information system and should be readily available for examination and analysis by parent groups and other interested citizens.

Recommendation No. 4: State level and school district level administration of title I should be governed by flexible administrative patterns designed to meet guidelines and objectives through a variety of means. The Federal role should be used as a lever to get States and local districts to plan more effectively for the allocation of resources and the educational experiences of disadvantaged pupils.

One of the clearest conclusions drawn from Professors Berke and Kirst's analysis in "Federal Aid to Education: Who Benefits? Who Governs?" is that States and local school districts differ markedly in their ability and willingness to plan effectively to meet the educational needs of their citizens.

The Federal role in dealing with States and local education agencies should reflect those differences. Considerable latitude should be given to those States and local districts that engage in some form of comprehensive planning or priority setting.

States might be permitted, for example, to define high need pupils in a manner different from the Federal Government, say, by the use of achievement test scores. Similarly, the Federal Government might require that States move toward systems of assessment of performance of their educational programs in order to enjoy greater latitude in allocating resources.

States might also be permitted to merge title I funds with State compensatory funds and distribute them as one package. Local districts might be permitted to develop a system to insure comparability that is different from the USOE comparability report as long as the general intent of the legislation is clearly followed:

For example, one of the clearest observations we found made after talking with administrators and teachers at the local level is that it makes very little difference to them what the source of funding is for resources; as a matter of fact, very often they don't know.

It was a striking finding to us when we got into elementary schools in New York City, for example, to find that very often even principals didn't know whether a particular program had been funded by New York State or by title I. More often than not, they had submitted the same proposal to two or three different funding sources, but what is important to them is that they get the resources from someplace to do what they wanted to do.

In other words, what counts is the total resources and not the mix, and it seems that it can be handled that way in some districts and some States.

On the other hand, States and districts that do not engage in a planning process approved by the USOE should have allocations to individual districts and perhaps even schools determined by the USOE. In short, if local districts and States want local control over decision-making concerning resource allocations to the disadvantaged, they must indicate their willingness and ability to exercise that control in terms of national as well as local objectives.

Now those four recommendations, I think, conclude my statement this morning, and I certainly hope it has been useful to you.

Chairman Perkins. Thank you, Doctor, for an outstanding statement.

We will now hear from Dr. Michael Kirst so that those members who will be joining us very shortly will have an opportunity to question both of you gentlemen.

Go ahead, Dr. Kirst.

STATEMENT OF DR. MICHAEL W. KIRST, PROFESSOR OF EDUCATION AND BUSINESS ADMINISTRATION, STANFORD UNIVERSITY

Dr. Kirst. Thank you.

My statement is based in part on our extensive study on Federal aid to education.

Chairman Perkins. Identify yourself, please

Dr. Kirst. I am Michael W. Kirst, assistant professor of education and business administration at Stanford University.

I want to move from Dr. Goettel's general findings to my own views of some recommendations. I want to make five points in brief, and then I will go back over them in some detail.

Chairman Perkins. Without objection, your prepared statement will be inserted in the record.

[The statement referred to follows:]

Statement of Michail W. Kirst, Stanford University

REVISIONS IN FEDERAL COMPENSATORY EDUCATION: A STRATEGIC VIEW

Mr. Chairman, I am pleased to testify on your bill (H.R. 69). I support the objectives of your entire bill. I would like to start by going into detail on ESEA revisions. The preceding testimony by Dr. Goettel summarizes the findings in the book "Federal Aid to Education: Who Benefits, Who Governs." I want to move from these findings to some specific recommendations.

The Administration's theory of "New Federalism" has some good components but should not be adopted in toto in education. I favor a mix of grant consolidation (or special revenue sharing) and the present categorical approach. Our studies indicate that neither extreme is desirable—total reliance on bloc grants with no federal strings or the present federal maze of categories. Let me begin with the largest program—Title I ESEA.

A reform of federal compensatory education should begin with the original objectives of Title I ESEA and consider whether these objectives are: a) still in the federal interest, b) can be accomplished and implemented, c) interrelated with other federal compensatory programs that are now directed at the same objectives as Title I. Much of the current discussion mixes up strategic thinking (especially about "propor and priority" objectives) with tactical mechanisms (such a grant consolidation) to accomplish the objectives. So let us go back to the beginning and list the objectives. If one believes these original objectives still apply, then some continued categorical restrictions are necessary to implement them. On the other hand, if most of the original objectives are no longer desirable or considered possible to implement, then a bloc grant mechanism with few federal strings is appropriate.

The original objectives were a result of the political bargaining and coalition process. Many of them were added as political concessions so that ESEA I could appeal to as many interest groups as possible. It should be remembered that up to 1965 large scale federal aid had been defeated in Congress and reputable political scientists predicted a decade of political deadlock. Moreover, the Congress scrutinized Title I carefully, but let the rest of ESEA pass with only cursory review.

As it emerged from the political process Title I embodied the following objectives:

1. A fiscal redistribution device to channel more money to the most financially needy schools and school districts. A recent book by the writer shows Title I has succeeded on the school district level. We do not know the situation at the school level because of the inadequacy of education accounting systems. School by school data is not kept.

2. Increased academic attainment of disadvantaged children through reforms in school processes. In 1956 USOE contended that if Title I regulations prevented schools from using "more of the same" instructional techniques or merely increasing teacher salaries it could improve academic attainment.

3. Support for nonpublic schools to slow down their fiscal collapse and enrollment declines. This objective was crucial in gaining Congressional support through the "child benefit" theory.

4. Improvement of the "capital embodiment" of disadvantaged children through better health clothing nutrition programs. In effect Title I could make up for some of the deficiencies of the federal-state welfare system. The schools were envisaged as a one stop comprehensive social service delivery mechanism.

5. Provision of so much federal aid that it would be a "sugar solvent" to foster desegregation. School districts would rather integrate than lose the federal largesse.

6. A national symbol of the national awareness and priority for disadvantaged and minority children. In this way, Title I would galvanize state compensatory programs and a rethinking of local priorities, so that the disadvantaged received special assistance in the basic as well as the compensatory program.

It is possible to construct a case that most of these objectives are now irrelevant to Title I or could be discarded without any undesirable consequences. The symbolic value of Title I (No. 6) could give way to the new symbolism of "benign neglect." Integration is now enforced by civil rights laws and as a Southerner once remarked, "You can take the black kids and the federal money or you can just desegregate the kids." Objective No. 4 might be handled by welfare reform and such things as enlarged school lunch/breakfast appropriations. Aid to nonpublic schools (Objective No. 3) might be accomplished by federal tax credits to individuals. The present categorical constraint would no longer be needed to attract Congressmen with large nonpublic school constituencies.

This leaves objectives 1 and 2. We could argue that objective 2 is impossible to attain through federal aid. The federal/state administrative system inherently lacks sufficient federal sanctions/incentives to bring about school reform. Moreover, we are just as uncertain about what instructional and related services are effective with the disadvaantaged child in 1973 as 1963. In effect, the age of school reform is in limbo anyway. Maybe the best we can do is restrict Title I to a fiscal weighting factor and let the rest of the objective fade away. The only objective would be No. 1.

Such a view would lead one to fine tuning the distribution formula for bloc grants so that it stressed equity and to expunging compensatory education from the statute books and federal lexicon. If ESEA's various titles were merged with vocational education, handicapped, impact aid, etc., one would want to be sure the bloc grants were directed in the same relative amounts at the school districts and states with large numbers of disadvantaged children as Title I now does. A slightly more aggressive federal stance would be to preserve comparability among schools. An even more aggressive stance would be to use this "pot of consolidated categories" as part of the incentive for reorienting state aid systems to meet the Serrano criterion. However, if we focus on objective 1, we can sidestep most of the complexities and inadequacies of the delivery mechanisms for targeting aid to the special education needs of disadvantaged children.

A PREFERRED STRATEGY

My own values lead me in a different direction. Our study demonstrates that we can make a federal compensatory program reach its intended beneficiaries and provide comprehensive programs. I favor the retention of objectives 1, 2, 4, and 6. Integration (objective 5) need not be tied explicitly to Title I given the existing court decisions and federal civil rights laws. The problems of parochial schools are best dealt with through federal tax credits or perhaps not at all.* Although I want to retain many of the original objectives of Title I, I also favor large scale federal grant consolidation. Indeed such a consolidation will provide a more effective mechanism for making compensatory education effective. Consequently, ESEA should not be renewed in its present form.

But let me start by justifying the "proper" objectives for Title I ESEA and then move to the subsidiary issues of categorical mechanisms and coordination of all federal funds. An explicit focus on compensatory education is probably needed to justify school by school comparability as part of objective 1. Other fiscal formulas could get the same amount of money to the district level as does Title I, but the basic rationale of compensatory education requires school by school comparability. You cannot have compensation without having an equal base at each school so that federal funds provide "more than equal" for the disadvantaged. All our studies reveal that the schools with the greatest needs have the least amount of money allocated to them by the central office.

While we have little established technical knowledge on specific instructional approaches that "work," we do have indications of what doesn't work. For instance, merely increasing teachers' salaries, adding more professional personnel, and diluting funds through general aid is probably ineffective. Consequently, on objective 2 I would preserve such current categorical restrictions as: Concentration of funds at the level of ½ state average on disadvantaged children (as distinct from not following the money after it reaches the school system); parent participation through councils at each Title I school; availability of information on local compensatory strategies including performance data for each Title I school; comprehensive programs for each child that are more than piecemeal remedial efforts; school comparability mentioned obove.

Many of the other categorical restrictions and guidelines could be eliminated from Title I. This would simplify the statute and strengthen enforcement of the crucial restrictions.

I would leave objective 4 permissive with school districts—they can use compensatory money for capital embodiment if there is a local need. I remain distressed by the inadequate health, clothing, and food services provided to children in many of our states. I see no indication that the administration's 1973 proposals will do anything to reform welfare. Title I will still need to be used in some districts for the basic necessities of a child's life.

I also believe objective 6 is still important. Recently, several states have started compensatory programs and several others are contemplating them. One of those in the latter category is Florida where I have recently assisted in a school finance revision. The existence of an explicit federal compensatory program is crucial for giving legitimacy and momentum to the political forces supporting such a Florida initiative. Repeal of Title I with no replacement at the federal level would give an enormous boost to the opposition. A federal incentive for complementary state programs would even be better. As of now Federal compensatory money does not reward states that reinforce the limited federal effort *with their own* compensatory funds. This would be part of a differential state strategy I will stress later.

A REVISED DELIVERY SYSTEM

Given the strategy above, grant consolidation or some form of special revenue sharing would be useful as an adjunct to a streamlined Title I. Currently very limited federal auditing, enforcement, and monitoring resources are spread thinly over too many complex categorical programs. Moreover, the information requirements are stupendous for parents, legislators, lawyers, and state governors to oversee and to understand the present system. A single state bloc grant for vocational education, impacted, handicapped, media, etc., would free up resources and manpower for oversight of a streamlined federal compensatory program. It would also give nonfederal groups fewer programs to understand and monitor at the school building level.

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*Any Congressional desire to preserve aid to nonpublic schools through federal grant mechanisms will require categorical restrictions. Our studies clearly indicate this.

The recent book by this writer and Joel Berke, "Federal Aid to Education: Who Benefits, Who Governs," stresses that reorienting vocational education through federal leadership and guidelines appear to be a hopeless enterprise. For documentation I refer you to the six case studies in the book. Consequently, a bloc grant here would not make the present situation any worse provided 15% is still earmarked for the disadvantaged. The same can certainly be said for impact aid and the various categorical programs for innovation, materials, supplementary centers, and library books. The state plan mechanism for each category is now largely a charade. As Governor Rockfeller observed:

"In education alone, we have to file 21 state plans in different phases of education to get these categorical grants. Now, I honestly don't think that these plans really have anything to do with the way the programs are run. We just fill out these forms, write these papers, tell about these plans. But we just have to make all that stuff up, and then try and fit it into our program. I can't believe that anyone reads the plans when they get to Washington because they are too detailed. I could see developing a plan for primary education and another for secondary education and submit the two to Washington. But 21, that's counterproductive because the final result is that none of them are read, and no one puts any thought into developing them." (interview in *National Journal*, December 12, 1972).

Our study indicates that federal innovation in schools can best be implemented by direct federal R & D money. This is also the position of the Administration as embodied in the National Institute of Education (NIE). Programs that now use state plans will embody state ideas on reform or (non-reform) rather than federal purposes. Special revenue sharing for these would only give formal legislative recognition to the de facto situation now in existence.

The bloc grant part would be supported by federal money for state planning and assessment and a differential federal strategy for state administration. States that display a great deal of management, planning, and assessment capability would be freed from constraints on transfer between broad categories like vocational education, impact aid, handicapped, and so on. An initial starting point would restrict states to 20% transfer between these categories. I am proposing a gradual prase in for bloc grants and elimination of any categorical reguirements as states improve their planning and management capacity. I would dispense with state plans for categories immediately. In effect states would move on different timetables toward no federal strings except maintenance of overall fiscal effort. But the compensatory program would continue to retain federal controls in order to enforce the objective enumerated in the preceding section. If Title I were the only remaining semi-categorical effort, we probably would have the administrative and audit resources to inplement Congressional intent. For example, federal auditors could reach all big school districts once every two years rather than the once in every 5 or 10 years at present.

THE DIFFERENTIAL STRATEGY FOR BLOC GRANTS

Let me be more specific on this differential strategy for the state grant programs. As of now, USOE treats all states alike in its guidelines and regulations. We found, however, a wide range of state performance—some states surpass the lowest common denominator in the USOE guidelines; others do not implement the intent of Congress. We also found only 1 of the 6 states in our study had a well designed planning and control system for formulating and implementing state priorities for bloc grants. Rather most states allocated most of the discretionary money according to the traditional political and administrative patterns that had dominated the state for several years.

An immediate move to special revenue sharing would in some states bring about a more rational set of priorities based on sound planning rather than federal categories. But in others it would only reinforce the traditional winners of the state political system and underallocate for the needs of cities and the disadvantaged. The lasting and pervasive influence of what we call state political culture will not succumb quickly to new federalism rhetoric or the implementation of rational planning techniques.

But we should try to adjust as best we can for these wide differences in state administration. We could start by authorizing states to transfer (in 1974) up to 20% between the previously earmarked federal amount for bloc grant programs (ESEA III, Impact, Handicapped, Vocational and Adult). No state plans would be filed. During 1974 USOE and the states would agree on *process standards* for state planning and assessment. These standards would be based on such elements for state planning as:

1. An assessment of state needs—this could be based on achievement tests, measures of social economic status, attitude surveys, etc.
2. Establishment of statewide priorities based on the needs assessment. Given the limitation on total federal funds, priorities must be few and not all inclusive.
3. The coordination of various categorical federal programs to develop critical mass. Federal aid should be treated as a single fund and critical mass developed by linking ESEA and NDEA program expenditures with EPDA, Vocational Education, etc.
4. The targeting of unified federal funds to the state priority areas—e.g., central cities, migrants, etc.
5. Focus and reinforcements of federal aid by linking it to changes in state aid based on the state priorities. State aid will buttress the federal aid flow and also be targeted.
6. Institution of a process of control and monitoring. Comprehensive planning is more than making projections and setting targets.

These standards would be reviewed by Congress and come previously allocated to Title V ESEA (Administrative Support for State Education Departments) would be used to build state capability in these areas. As these elements and process standards are specifically implemented by a state, all strings on federal aid would be removed (except for compensatory education). Some states will comply immediately; others may take several years. In short, the research in Federal Aid to Education demonstrates that it is not true that federal regulations are always ineffective. It is true, however, that in recent years federal administrative resources have tried to do much and as a consequence have done very little. The principle of "critical mass" in information requirements and administrative tasks applies in educational administration as well as physics.

COORDINATION OF FEDERAL FUNDS

The consolidation of state grant programs would help highlight the potential interrelationship of the remaining federal categorical compensatory program with various discretionary aids. As of now such programs as EPDA and Title I as if they operated on different planets. In part, this is caused by bureaucratic inertia and empire building. In part, it is also caused by the complex array of federal categories which inhibits potental reinforcement of compensatory education with teacher training through EPDA. We asked too much of Title I ESEA when we expected it to retrain teachers as well as provide basic instructional and related social services. If we are serious about pursuing limited federal objectives, then we must force USOE to consider the interrelationships of their programs. Such federal discretionary programs as experimental schools and career education have also never focused explictly on the disadvantaged.

SUMMING UP

The choice of federal objectives in compensatory education is the key strategic step *before* one can intelligently discuss delivery mechanisms like bloc grants or "special revenue sharing." Title I categorical restrictions now attempt to carry out multiple federal policy objectives. Our study shows its success is limited. The writer recommends retraining many of these original Title I objectives while relinquishing federal program controls in current state plan areas such as vocational education, innovation, and media/material. These state plan programs are now largely immune to the existing federal categorical restrictions. This mix of bloc grants, grant consolidation, and compensatory categorical controls can be enforced. Congressional intent could be implemented. This would be a vast improvement over the present system.

Preserving some of the categorical requirements of Title I recognizes that interest groups and lobbies for the under-achieving child are not powerful at the state level. The vocational educators and parents of handicapped children are well organized and have statewide and national interest groups.They can insure a fair share of special revenue sharing reaches their clientele. We should not forget our prime concern is with the redistribution of educational opportunity among children in the state and not just the redistribution of dollars among districts.

Dr. KIRST. Thank you.

It is my view that the original objectives of title I still apply in great measure. If you accept that view, then our studies show that categorical controls are still needed to carry out those original objectives.

The second point I want to make is that my view also is that some consolidation is not only desirable but also will lead to more effective Federal categorical programs, and will strengthen the categorical controls in title I. In other words, the statement advocates continuing some of the existing categorical controls in title I but using bloc grants or special revenue sharing for the current State plan programs. Title I is not a State plan program.

Finally, I will be talking about a differential strategy. As of now, we treat States all alike in uniform Federal regulations and guidelines, and our findings have been that States vary enormously in their capacity and willingness to implement various kinds of Federal programs.

My own views have come to a middle ground between what the administration proposes in revenue sharing, that is vocational education and title I of ESEA all in the same pot, and the categorical approach that we have now with all existing categories and all the existing State plans. I think we need a mix of both of those approaches.

I am dissatisfied with what we have now; on the other hand, I am not persuaded that total reliance on bloc grants with no Federal strings would be desirable.

Let me go back. As I see the objectives of title I—and in many ways talking with the Chairman about this, this is "carrying coals to Newcastle," since you were in very much on the original formulation of it—it seems to me that the objectives were the following:

1. It was viewed as a fiscal redistribution device to channel more money to the most financially needy schools and school districts. Our study shows that it has succeeded admirably in this endeavor. It has succeeded in getting the money to the school districts that were most in need and it has done a much better job than the State aid systems in most of our States.

We do not know, however, the situation at the school level because of the inadequacy of educational accounting systems. We don't keep school-by-school data, so we know the money is getting to the right school districts but we are not so sure whether it is getting down to the right schools. Later on I will talk about, as Dr. Goettel did, continuing such restrictions as comparability and targeting to insure that the money does get into the needy schools.

2. I think a second objective was increased attainment of disadvantaged children through reforms in school processes. Title I was not to be "more of the same" instructional techniques.

3. There was in the act some support for nonpublic schools, to slow down their fiscal collapse in other problems they were experiencing.

4. Title I embodied the idea that it would improve the "capital embodiment" of disadvantaged children through better health, clothing, and nutrition programs.

5. It was thought it would help in desegregation because there would be so much money that the school districts would not want to lose the money which they would if they did not integrate.

6. It seems to me it was a national symbol of the national awareness and priority for disadvantaged and minority children. In this

way, title I could galvanize State compensatory programs and a rethinking of local school priorities so that the disadvantaged received special assistance in the basic as well as the compensatory program.

Now it seems to me that the first objective of the fiscal redistribution device; the second objective of increased academic attainment of disadvantaged children through reforms in school processes; the fourth objective of improving disadvantaged children through better health, clothing, and nutrition programs; and the objective of a national symbol for title I still very much apply.

Now it seems to me that two of the objectives are sort of moot in the intervening 8 years:

In order to aid nonpublic schools, you don't have to keep categorical controls if you are going to initiate a Federal tax credit program. However, if you want to get aid to nonpublic schools and use grants as opposed to tax credits, then you have to have categorical restrictions.

Finally, the civil rights laws are now able to accomplish integration without the use of tying that specifically to title I.

If we view these objectives as still important, then I think we need to preserve it as a categorical program, because our studies show that if you just turn the money over with no strings attached, the money won't automatically flow to the school districts and to the schools where the disadvantaged children are located.

Consequently, I would preserve such categorical restrictions as:

1. concentration of funds at the level of one-half the State average on disadvantaged children and following the money so that it reaches the child;
2. parent participation through councils at each title I school—and I think that would be an important factor in enforcing the comparability requirements;
3. availabiltity of information on local compensatory strategies, including performance data for each title I school;
4. maintaining in the law the categorical restrictions that title I should be comprehensive programs for the child and not just piecemeal, fragmented remedial efforts;
5. that we should preserve the categorical restrictions of school-by-school comparability.

Now those five major requirements would, it seems to me, be in opposition to the theory of special revenue sharing, which is "no strings attached."

I would leave it permissive that local districts could use compensatory money for such things as inadequate health service and food service. I see nothing in the administration's 1973 proposals to do anything about welfare reform, so title I will still probably be needed for the basic necessities of a child's life.

Another reason I think that we should preserve the categorical nature of title I is that it is very important as a national symbol for a priority for a group of children.

I am working now in the State of Florida on school finance reform. Many of the States are considering new State programs for compensatory education, and the Federal program is an important factor of giving legitimacy and support to this. Repeal of a Federal compensatory program would in my view hinder our efforts to get such programs at the State level.

Indeed, a better strategy which might go in with your finance bill would be to give States incentives to expand their own compensatory programs, and in effect if they match Federal money with their own money, they would get even more Federal money.

Now I would go only this far in preserving categories. As far as the State plan programs, vocational education, impacted, handicapped, media, NDEA, and so forth, I think we need drastic revision in those.

After we published our book, I found a recent quote from Governor Rockefeller which in effect says what we said in our book, but I think it is worth reading, because I think the State plan mechanism for each category is now largely a charade. Let me read to you what Governor Rockefeller says:

"In education alone, we have to file 21 State plans in different phases of education to get these categorical grants. Now, I honestly don't think that these plans really have anything to do with the way the programs are run. We just fill out these forms, write these papers, tell about these plans. But we just have to make all that stuff up, and then try and fit it into our program.

"I can't believe that anyone reads the plans when they get to Washington because they are too detailed. I could see developing a plan for primary education and another for secondary education and submit the two to Washington. But 21, that's counterproductive because the final result is that none of them are read, and no one puts any thought into developing them."

That was a statement in the December 12, 1972, National Journal by Governor Rockefeller.

In effect, what we found, Mr. Chairman, is that even though you may think these State plans are good and are doing something, they are not. They are giving legislative recognition de facto to what is already happening out there.

We were terribly dismayed about the attempts to reorient it through Federal guidelines and regulations, I know that is not up for renewal this year, but there is just very little that has happened because of the Vocational Education Act of 1968. The State funds are about six or seven times more than the Federal funds. The Federal funds come in and really don't change the State flow much at all.

So what I would recommend for the existing State plan programs is to go with a differential strategy for bloc grants or a modification of what the administration calls special revenue sharing. Now, how would this work?

As of now, USOE treats all States alike in its guidelines and regulations. We found, however, a wide range of State performance. Some States surpass the lowest common denominator in the USOE guidelines, other hardly implement the intent of Congress.

We also found only one of the six States we studied in depth had a well-designed State planning and control system for formulating and implementing State priorities for bloc grants. Rather most States allocated most of their discretionary money—this is the money, unlike title I, that we can allocate according to the State plan—according to the traditional political and administrative patterns that had dominated the State for several years.

Even though I favor it and I want to talk about a phase-in plan, bloc grants would in some States bring about a more rational set of priorities based on sound State planning rather than Federal categories, but in most of them—if our study of six is representative—special revenue sharing would only reenforce the traditional winners of the State political system and underallocate for the needs of the cities and the disadvantaged.

Now how to revise these State plans? The lasting and pervasive influence of what we call "State political culture" will not succumb quickly to new federalism rhetoric or the implementation of rational planning techniques or any "handy-dandy" plan.

I have one way of attempting to do it which I think will assist in some ways. We should try to adjust as best we can for these wide differences in State administration and State planning.

We can start by authorizing States to transfer in 1974 up to 20 percent between the previously earmarked Federal amount for State plan programs, ESEA III, impact, handicapped, vocational education, and adult. No State plans would be filed.

During 1974, USOE and the States would agree on process standards for State planning and assessment. These standards would be based on such elements for State planning as:

1. That they have a good system for assessment of State needs. This would be based on such things as achievement tests, measures of socioeconomic status, attitude survey, et cetera, and some way of knowing where their needs are.

2. That the States have a mechanism for establishing statewide priorities based on this needs assessment. Given the limitation on total Federal funds, these priorities should be few and not all-inclusive.

3. That the States have a way to coordinate the various categorical Federal programs to develop some kind of critical mass, so that they would link together not only the State plan programs but link together the State planning programs with title I and with teacher training and so forth.

4. That the States would have a system for deciding not only what their priorities and needs are but these bloc grants go to State priority areas. In other words, they have a planning system to do this and they have a control and a monitoring system for making sure that the money flows according to State priorities. It would also be ideal if the State would be willing to reinforce these bloc grants with some of its own money.

Now I would propose that these standards be reviewed by Congress and some of the money previously allocated to Title V ESEA, the administrative support for State education departments, would be used to build State capability in these areas. As these elements and process standards are specifically implemented, then I would remove all the remaining strings on Federal aid in the State plan programs. I would keep the categorical restrictions that I mentioned earlier in compensatory education.

Now, if we did this, then I think we could really enforce the title I regulations and guidelines that you are concerned about, and that your bill indicates. As of now we have limited Federal auditing, monitoring, and oversight resources spread over too many programs. If we recognized that the bloc grant programs and that the State planned programs could be run largely by the States, we could focus all our resources on monitoring the title I categorical restrictions that I recommend we still have.

In other words, what we have done now is we have spread too thinly, and I think it would make title I more effective if we got the Federal Government out of some of this business of fooling around with all of these State plans. In short, it is true that in recent years Federal administrative resources have tried to do too much, and as a consequence have done very little.

The principle of "critical mass" in information requirements and administrative tasks applies in educational administration as well as something like physics.

Also, if we had title I as the major sole remaining category, the parent councils and the oversight situation that Dr. Goettel referred to, I think, could be implemented. As of now out there in the field at the State and local levels they have all these complex programs to follow. If we consolidated some, we could get over the problem that most lay people don't have the information to oversee things like title I.

Now I would also push for some kind of coordination of Federal funds so that the Education Professions Development Act, which has been operated as if it is on a different planet from ESEA, would help instead of going off in 10 and 11 different directions.

Let me sum up. I think the choice of whether the Congress wants to maintain many of the original Federal objectives in compensatory education is the key strategic step. If you decide that those objectives that you legislated in 1965 for title I still apply, then our studies indicate that you need to categorize to make sure those Federal objectives are carried out.

However, our study shows that the State plan programs for vocational education and handicapped and NDEA and title II of ESEA are largely now immune to any kind of Federal control.

This mix of bloc grants, grant consolidation, and compensatory categorical controls can be enforced. This I think would preserve better title I and would also insure that the money reached the children for whom it is intended.

Thank you. That concludes my statement.

Chairman **Perkins**. Let me compliment both of you distinguished gentlemen for such outstanding statements.

Dr. Goettel, in your statement you say that title I is "the best of any program in American educational finance."

Do you wholeheartedly agree with the statement of Dr. Kirst?

Dr. **Goettel**. I don't see any major difference between Dr. Kirst and me on that particular statement. I think by that statement we mean title I has been successful in getting additional money where the Congress intended to get money.

Chairman **Perkins**. You point out that when the States have discretion over the distribution of Federal aid, this often leads to richer school districts receiving more Federal school aid than the poorer school districts. Isn't this a strong argument in favor of the retention of title I as it is now written with a formula that reaches down to the local county level?

Dr. **Goettel**. I think it is in those States where such patterns occur, but the main point to keep in mind here is that that is not the case in all States. There are States that have made considerable efforts to set priorities, to plan for the distribution of resources other than title I, and to focus those resources on school districts where the needs are greatest.

In those States and local school districts where that kind of planning and State level supervision is going on and where the goals and objectives are consistent with the national objectives of title I, the State should be permitted some flexibility in working things out on their own.

Chairman **Perkins**. You state that title I provides only an additional 25 percent of funds being spent on eligible children. Don't you believe that it is unfair to measure the effects of title I purely in terms of educational achievement when the additional funds spent for a child are so small?

Dr. **Goettel**. Yes, I certainly do.

Chairman **Perkins**. Now, one other question

You point out in your statement the lack of comparability of local and State expenditures for education in several school districts. Could you elaborate on this and also give us any suggestions which you may have for improving the comparability requirements in title I?

Dr. **Goettel**. Yes. The main suggestion I have is that we need to have the information available at the lower level by which local citizens, either the parents' advisory council or other interest groups, can get involved and perform, if you will, that auditing function.

They are undoubtedly going to need the assistance of the State education agency and U.S. Office of Education, but comparability information needs to be routinely available. As I indicated in my statement, I think there are a number of examples at the local level where citizens have had considerable difficulty in getting their hands on the title I comparability reports.

It is my understanding, for example, that in some cities, local citizens' groups have received title I comparability reports from the Lawyers' Committee for Civil Rights under law because they have not been able to shake them loose from the local school district.

It is clear in most large school districts that the entire school-by-school resource allocation question is simply not handled in any systematic way. Rochester, N.Y., is an example of a district that has made considerable effort to budget and account for most of the general State and local resources that go to schools, but the Federal resources are not built in to that system.

Incidentally, current New York State accounting procedures make it very difficult and costly for local school districts to tie local and Federal aid accounting together.

That is a long answer to a short question, but again it comes down to the notion of encouraging local people to get involved and to know where the information is and how to put the pressure on the local district. They will do a much more effective job than a bureaucrat in the State education department.

Dr. **Kirst**. May I comment on that?

Chairman **Perkins**. Yes, you go ahead, Dr. Kirst.

Dr. **Kirst**. I think what Dr. Goettel is saying is that we have already had these indications that a lot of schools are noncomparable, and as far as I can see, the U.S. office is not doing a lot about it and maybe they won't in the long run. We are saying that if local citizens at a school building level, if you had a title I parent council and aid at each school and they knew that their school was not getting as much money, they would help enforce and put local pressure on to enforce this title I comparability requirements.

Now I think the major issue in comparability is whether you are going to go any further than you have now in the law. The existing law excludes teachers' salaries and, as you know, the major reason that less money is allocated to the schools with the largest numbers of underachieving children is that the teachers exercise their right to go to the schools with the better and more advantaged students, and these are usually the higher paid, longer experienced teachers that choose to leave the poor schools.

So teachers will serve their time in the schools in the disadvantaged areas and then transfer out as they get seniority. So since professional salaries are 80 percent or so of a school budget, then if you have higher paid teachers in the advantaged schools and lower paid teachers in the disadvantaged schools, this is really going to be a problem of comparability.

As of now, the Congress excludes teachers' salaries from comparability. They say you have to have the same number of personnel there. I would think that you would want to reconsider whether you want to look into that again and raise the issue of whether you want the budget to be comparable, and not just the numbers of personnel.

The second thing is the enforcement of it. I mean the Office of Education had these comparability figures and it was not until they were leaked to the newspapers that anything really happened about it.

So I am saying you may rely on calling them up here and getting them to do something about it; I am not so sure they will do that much even after you browbeat them a little.

We should think about how we could disseminate this at the local level so that the parents at the local school know what is happening. At the moment, the accounting structures aggregate things to the Federal level.

In Florida they have mainly 130,000–180,000 ADA in a school district. The county unit means very little to the parents in some school areas. They care about their school, not Dade County or some large county aggregate which includes all kinds of children.

So as we are saying, the first step is for the Congress to help bring about school-by-school accounting, and second, for the Congress to help in the dissemination of that at the local level so they know what their school is getting, because I think if they do they are going to raise a lot of hell. And third, for the Congress to reconsider the exclusion of salaries from the current comparability requirements.

Chairman **Perkins**. That is an excellent explanation, Dr. Kirst.

Let me put it to you in the form of a question. Your suggestion that the Federal Government treat the States differently according to their competence makes a certain amount of sense to me. Since you have worked in both the Office of Education and the Bureau of the Budget, you know how the bureaucracy works.

Do you really believe that the Office of Education can withstand the political pressure and treat the States differently?

Dr. **Kirst**. I guess what I am saying there is that I don't think they can on these State plan programs. I think that the vocational education program shows that there is very little happening after the Congress passed the Vocational Education Act of 1968.

I read that legislation, I was working on the Senate side for Senator Clark when that was passed. We went out and looked at that in 1970, 2 years after you passed the act, and I could see almost no real impact, and the U.S. Office of Education has done very little about it. I guess what I am saying is since this is not going to happen and since this quote from Governor Rockefeller does tell it like it is, the best we can do in treating States differently is that they have some sophisticated planning and priority setting mechanism at the State level and we could see whether that actually is there.

If it is there, we would give them more discretion over the former State plan programs. If it is not there, we would hold out. What I am saying is the Congress would set out these elements of the State planning and priority setting, and then hopefully——

Chairman **Perkins**. Actually, if you just look at it from the theoretical viewpoint, it looks real good; but the practical application of it, in my opinion, may be difficult.

Dr. **Kirst**. I think it will be difficult. What I am saying is that as of now we have the Office of Education trying to enforce all sorts of difficult legislation, numerous State plans. You have seen the book that Congress puts out under your committee, Federal Education Statutes, that is very thick now, and they are supposed to be regulating all of this.

My view is if we could concentrate on a few major things that the Federal Government really wants to regulate, like the categorical restructions in title I and like this State planning and assessment capability, and keep hammering at those things and let the rest of that legislation in terms of all of the detailed requirements for State plans and the whole charade which is played out annually and the paper passing, let that go by the board, you would have less to look at and it would be highlighted in terms of what the real Federal priorities are.

I would add that the U.S. Office of Education needs some more pressure from the Congress. It is my view that the legislation is passed, the Congress spends most of its time on new legislation or renewals of old legislation, they spend little time on the oversight of the existing legislation. I would be for much more intensive congressional oversight of the legislation during its implementation period.

Chairman **Perkins**. I would agree that we have not done enough oversight.

Dr. **Kirst**. More auditing in the field, more use of GAO. What we found out was what shaped up the local districts was the auditor. The auditor hardly gets around to any districts. We have these spread out thinly over the whole bunch of programs in a whole bunch of States. We are working on recovering money from 1966 and 1967.

If we cut back the number of things that had to be audited through grant consolidation, we could make sure perhaps that we audited more forcefully the things that we feel are really national priorities.

So I would very much look for the audit.

Now one comment on the audit. What happens when HEW does not audit? There is an Audit Division over there in HEW, as you know, and they are different from the Office of Education. They turn it over to the Office of Education to recover the money.

So the Congress, I think, should look into the audit procedure and whether the audit should not be collected directly by GAO or HEW.

When there are audit exceptions, whether these exceptions should not be collected directly by the HEW office; in other words, the Office of Administration that Mr. Cardwell covers.

Chairman **Perkins**. Well, sometimes we see false audits, too. That worries us.

Dr. **Kirst**. One of the things I am suggesting here is going back through all the title I legislation and in effect restating what is really the intent of Congress this time and maybe streamlining some of those guidelines and regulations which, as you know, are very thick; streamlining that, and if you restate the intent of Congress forcefully this time, during this extension, maybe you can make it stick in terms of some of these regulations.

Chairman **Perkins**. I agree there ought to be more oversight all the way down the line in all these programs.

Thank you very much, Dr. Kirst.

Congressman Mazzoli.

Mr. **Mazzoli**. Thank you, Mr. Chairman.

I joined the discussion late, and I am not completely familiar with what Dr. Goettel said, but I listened to Dr. Kirst.

It makes a lot of sense to me, first, that we do have this auditing, because simply from the political standpoint we hear enough from our people back home who tell us that they are befuddled and in some cases totally thwarted, really, at our educational objectives, by some of the categorical programing and the intense paperwork and redtape in connection with it, so some effort at simplifying these programs, I think, is very much in order. Auditing from the standpoint that we will get better service from the Federal dollars is certainly in order.

I am perhaps indicating the fact that I am purely a layman in all this by asking this question, but in your statement, Doctor, on page 3, you take the devil's advocate position by arguing against all, but getting down to point 1.

Dr. **Kirst**. Right.

Mr. **Mazzoli**. Then on page 4 you get to your own preferred strategy, which retains four of those six principles. I am curious about principle 2, which is one that I guess all of us are concerned about.

Are we really doing something that is useful from the educational standpoint? I can see the symbolism, and there is certainly something to be said by focusing the money and insuring it reaches those school districts which are in greatest need—parochial students and desegregation and what-have-you—but it seems to me that if we don't improve the educational abilities of these children, then all the rest of this is really just like screaming into a windstorm, we really accomplish very little except to thoroughly concern a great many people who don't fit within guidelines but whose children have some need.

So I would ask you, Are you at all satisfied that the programing that we have had has accomplished some good for these children and, if so, in what fashion and in what way have these programs accomplished this?

Dr. **Kirst**. When the act was passed in 1965, it was really in the age of optimism about the ability to reform school practices and to reform teaching methods, and there was a view that if we just had more money it would really lead to underlying reform of how education is being conducted for these kinds of kids.

It is very difficult to answer your question. Clearly there have been a lot of programs where all this has done is buy some more equipment which sits in a closet somewhere that the people don't know how to use. Clearly it has been, in many ways, a sort of employment program for professionals whereby we have had more professional educators employed but they really are not doing anything different than they were doing before with less people; it is just more of the same, more intensity.

On the other hand, it has had impact in many districts, and as you go around the country there are many title I programs that are really different from what was going on in 1965.

In short, it is a mixed bag, and we really don't know how mixed in the sense that there is not that good information on exactly what is happening.

I guess what I am saying is it is one of the few Federal initiatives to change things around and it is having some impact, not all we thought and not all that was going to happen in the euphoria of 1965, but I think it would be counterproductive to give up on the pressure on this.

I think we are going to have to recognize that it is going to be limited as far as school reform, and I guess we are hoping through our view that the local pressure can lead to a little more change.

I guess what I am saying is, I am not very sanguine after all these years about the Office of Education's ability to write a guideline that will change how teachers teach in a classroom in Houston, Tex., and that is what we talk about the top-down strategy.

Now if we have a bottom-up strategy of reform whereby you rely on parent advisory councils, school-by-school performance report, school-by-school accounting, maybe you will get some more pressure.

One more thing I want to say is, title I has spent very little money on retraining the teachers. The sort of view was there was something wrong with the kids, not the teachers. I think the money for teacher training is 8 or 9 percent of the total. I have that figure with me somewhere. It is my view that unless the teachers are able to change and have an environment to change, not all that much is going to happen. That is why I made the plea for some linking of the Education Professional Development Act which the Congress funded with title I. I think we expected too much of title I to provide additional services and to retrain the teachers.

Mr. MAZZOLI. Would you have some ideas on that, Dr. Goettel?

Dr. GOETTEL. Yes. I wish we could come before you today and say that we have some clear evidence that extra resources, mixed in an XYZ way, are producing some wonderful gains in achievement levels or attitudes on the part of kids, but unfortunately we cannot do that, and I don't know who can.

There are some successes in some programs, certainly. But, as educators, we still don't know very much about what we call "the educational production function."

It is probably not very satisfying to turn the question around in the other direction for you, but I don't hear discussion in the country today on the part of anybody other than some educational planners, suggesting that we ought to be reducing the extra amount of resources that we devote to high school pupils. In other words, very few people are asking the question: Could we get as many youngsters into college as we do, could we maintain the same level of income earnings for the 10 or 20 or 30 or 40 years after people get out of high school or college, if we reduced the amount of resources that we are putting into high schools?

Some States have given 25 percent more resources to high school pupils. Our data indicate that the typical secondary school spends anywhere from 20 to 40 percent more on high school than elementary students in the same district.

I see this as an analogous argument to the question, "Should we not be spending less money on the disadvantaged?" when I think our data indicate that we are not spending a heck of a lot more on the disadvantaged to begin with.

Mr. MAZZOLI. This may be sort of heretical to say this, but could we possibly have made a wrong choice long ago in the decision which apparently was made to educate all children, that all children can be educated, that all children can be achievers, either by using the critical mass or by pouring in money or by innovative methods or teacher training?

I say that, not facetiously, but simply to say that using my own personal example—my father went to the seventh grade, he didn't go beyond the seventh grade. Many of his peers didn't either. America was different in those days, much different, and we cannot make an analogy now between what sort of gainful life you could have with a seventh-grade education in those days and what you can have now, but is it possible that between learning capabilities, basic brains, basic abilities, that, in fact, we are trying to educate human beings who cannot be educated, and that we are, you might say, again screaming into a windstorm and will never be heard?

Dr. GOETTEL. I don't think so. Let's consider functions of schools other than reading and math.

For example, schools do play a custodial function. They give pupils experiences that are beyond or in addition to or different from what they get in the home. One does not have to walk into too many city schools and some rural schools to see that the equality of classroom experience, the quality of life a youngster has to live through for 5½ or 6 hours each day differs markedly from school to school.

And what kinds of experiences are available to pupils while they are in our care?

We have an obligation to see that the benefits put into his life while he is in school are useful and at least reasonably equitable as far as all kids are concerned. Our schools don't do that today.

Mr. MAZZOLI. You feel that all kids can be educated?

Dr. GOETTEL. I think our society expects them all to be educated.

Mr. MAZZOLI. Doctor, would you have any thoughts at all on that?

Dr. KIRST. In New York, for instance—Dr. Goettel knows the figures better than I do—there is a competency level to find in New York.

Dr. GOETTEL. About 25 percent of the student population statewide.

Dr. KIRST. Is it a minimum reading and basic skills type test?

Dr. GOETTEL. Well, in the reading area, generally speaking, it is described as whether or not the youngster is capable of reading the standard materials that are used at his grade level.

Now, obviously, this is not a static figure; it is going to change over time. As competencies of the general population increase, the textbooks for the fourth grade are going to get a little more difficult, and the whole thing increases.

But it is clear that if we just look at statewide assessment tests and at other indicators in New York State or anywhere, there are large numbers of pupils who are not achieving.

Mr. MAZZOLI. I don't want to take up any more time except to say that both of you gentlemen are at least pretty much satisfied that somehow helping the children by using title I money, whether it is in the present form or whether it is block grants but used in the schools of greatest need, is really a useful program and really it does do good.

Dr. KIRST. Yes.

Dr. GOETTEL. I would like to add to that. If we were to compare reasonably wealthy school districts with less favored school districts within a common geographical area, one of the things that I think we would consistently find, is that the more favored school districts would be providing support services such as psychologists and reading specialists for their relatively small number of youngsters who were having difficulty in learning without the assistance of title I.

ESEA I put some of those same services into hard-pressed urban and some rural school districts. But even today with ESEA I, the chances of a youngster, who is having a learning problem, getting a reading specialist or a school psychologist is still infinitely greater in the more fortunate suburb than in the urban district.

Mr. MAZZOLI. Thank you.

Chairman PERKINS. Mr. Chris Cross, Mr. Quie wanted me to call on you to ask some questions.

Mr. CROSS. Thank you, Mr. Chairman.

I thought the statements of both of you were unusually thoughtful and perceptive.

There are a couple of questions I would like to ask on Mr. Quie's behalf.

Dr. Goettel, on page 19, you talk about the——

Chairman PERKINS. Let me interrupt you one moment. Mr. Mazzoli has just called to my attention that we have an outstanding group of people here—some of the senior citizens from Gaithersburg, Md. I am delighted to welcome all of you here this morning. We are conducting hearings on an extension of the Elementary and Secondary Education Act, which provides funds for disadvantaged children. We are trying to decide how we can improve the legislation.

Go ahead, Mr. Cross. Excuse me.

Mr. CROSS. Surely. On page 19, you talk about the possible use of achievement test scores to assess educational need. Do you think that it would be possible to use a measure such as that for the distribution of title I-type moneys between the States?

Dr. GOETTEL. Well, of course, at the present time, we don't have the data on which to make such distributions. If we were to assume that data were available that were comparable on a State-to-State basis—and as you know, there is some work going on to make the six or seven most common achievement tests comparable—that, I think, would be something worth considering.

Again, as you know, the use of achievement tests will often distribute resources somewhat differently than distribution based on a poverty measure.

One of the questions that I would raise about any measure is what is the size of the amount to be distributed?

An achievement score measure distributes funds more widely, and if you have a relatively small amount to distribute, you are going to dilute the concentration notion of title I funds.

Mr. CROSS. New York has probably had more experience with tests than any other State. The Fleischmann Commission, and now the board of regents, have recommended that State money should be distributed on the basis of test scores.

Have you any figures on the overlay between those test scores and poverty or population data?

Dr. GOETTEL. Yes. We did computer simultations of that for Fleischmann. When you apply a weighting factor to the general aid formula, it does not make very much difference to the cities that have heavy concentration of disadvantaged which factor is used, but the achievement tests get extra resources to some rural and suburban areas that will not be picked up with the poverty measure.

But if you are talking about a set amount of money in New York State, there are currently about 450,000 pupils on the AFDC rolls and about 700,000 or 750,000 who are scoring below minimum competence levels.

If you divide 750,000 into the same amount of funds as the 450,000, you will hurt those districts such as the cities that have heavy concentration of the disadvantaged. In other words, the effect of the choice of needs measure depends on the manner of distribution and the amount to be distributed.

Chairman PERKINS. In other words, you will not be concentrating on the disadvantaged?

Dr. GOETTEL. That is correct.

Dr. KIRST. If you define disadvantaged as poverty people, yes. This is an interesting idea. I have read that Congressman Quie is interested in it. You have problems in phasing it in even if you wanted to do it, and you decided it was desirable.

One, some States don't have statewide tests, so you would have to get all States to mount a statewide test.

Two, if the anchor test which is supposed to equate tests, the different types of tests like the Stanford Achievement and the Metropolitan—if that does not work well enough to equate the statewide test to be used in a distribution formula—I was around when the anchor test was talked about in its developmental stages in HEW, and to me that they have one is gratifying and surprising.

So you would have to check as to whether the anchor test is really that good. If you cannot use an anchor test, then you would have to force the State to use some common test measure and this brings outcries of Federal control.

As you know, States use all different types of tests. When we tried to evaluate title I in 1966 or 1967, we got back from the States a bewildering array of tests they used and the distribution of this is enormous.

So there are these technical problems to phase in. What I am saying is, I am wondering if you can solve these technical problems. I wonder if they are solvable; and if they are not, we should not spend much time talking about them in terms of which is more desirable. If they are solvable, then I think it is something very much worth consideration.

You know, we have shied away from it in the past, I think not because we have considered it carefully and rejected it, but because we thought it was impossible. Now, if you are saying it is possible, then I think we should rethink exactly where everybody stands on this and how it comes out.

As you know, what tests measure and don't measure is a whole subject that you should get some test specialists in rather than us. It is a very provocative idea, and I think it has been neglected.

For years there was not a national test, and we didn't know how to equate the State tests. Now there is a feeling that maybe we can equate statewide tests through this anchor test.

I am not convinced, and I would like to hear a number of test experts say that they can really be used for allocation of dollars as large as title I.

Mr. **Cross.** You are acknowledging that anchor is not the only possible way?

Dr. Goettel, the studies on which your testimony is based all predate *Serrano* and *Rodreiguez.* I know it is speculative, but what do you think might be the result of a similar study if in 5 years from now you have a widespread movement on the part of States even because of the Supreme Court on their own initiative that it is being done in States like Maryland and others.

If they had moved to largely State funding, I would suspect that the whole perception of what we found would change dramatically.

Dr. **Goettel.** In terms of State aid flows, if we could make that assumption that would be the case. As you know, even if we were to assume the success of *Serrano* and *Rodreiguez* we would be on some shaky ground projecting even 4 or 5 years ahead about how State finance systems will look because we don't know what the courts will say is acceptable.

As far as the Federal block grants or discretionary aids and title I, I am not sure that the pattern would be any different.

Dr. **Kirst.** I think it would have a lot of impact on the State discretionary money, because what we found in the Voc Ed program is that despite all the Federal guidelines, it generally follows the same pattern of flow as it has in the State for a long time.

If you change that State flow pattern to more accurately measure need which is what *Serrano* and *Rodreiguez* would do, then I think it would change the Federal flows and be very good.

So I would think that, for instance, the Vocational Educational program in Texas follows the precise State aid factors. The money in Texas when we looked at it in 1970, and I think it is the same now, follows the same State weighting formula, and that is now being challenged before the Supreme Court under *Rodreiguez.*

In other words, the Federal money compounded the inequities in the State formula. If the State formula in Texas would be changed it would be my judgment that the Federal money would be changed also to reflect the State pattern, and it would be much better.

Mr. **Cross.** One final question, if I could.

Bob, I recently saw a paper that you and your colleagues did in which you discuss the problems about using measures like AFDC and poverty.

I wonder if you could just quickly summarize the major problems and advantages you say there are in the three or four major ones.

Dr. **Goettel.** Inter or intra?

Mr. **Cross.** Inter.

Dr. **Goettel.** We didn't consider the use of achievement tests on an inter-State basis. The problems with the AFDC were that the provisions for welfare would appear to differ markedly on a State-by-State basis.

We intend to assume that that is all bad. No, we have not examined it in detail, but there is a possibility one might guess, for example, that the pattern of difference might actually have some relationship to actual costs among States, so the use of AFDC might be a possibility.

Our main focus in that paper though was on intrastate distribution, and I think I would simply review what we have said already when you ask the question about the difference between using tests and the poverty measure.

In my view, we have to ask the question about how much are we going to distribute, what is the mechanism, not just simply the choice we are going to make. My basic conclusion about educational needs may be a little cynical.

My cynical conclusion is that the act of defining educational needs a political act and not an educational act, and we have to recognize it as such. Maybe not talk about it that way, but at least recognize it as such.

In short, the question is, Who gets the money and who does not get it? To put it in a different perspective, a formula for distributing title I that worked beautifully when the amount was $4.5 billion might have quite a different impact when you bring it back to $1.5 billion and throw some adjustments in so everybody still gets something that they feel is important politically.

Can you say the measure you are using is based on educational needs criteria for title I? I would submit "no." That is what we are calling it, that is what the rhetoric says, but that is not true.

Mr. Cross. Thank you.

Chairman Perkins. Thank you, gentlemen. You have been very helpful to the committee.

Our next witness is Mrs. Elizabeth Randolph, director of title I, Charlotte-Mecklenburg School District, Charlotte, N.C.

We have had you before the committee on previous occasions, Mrs. Randolph, and you were very helpful to us. We are glad to welcome you back today.

STATEMENT OF MRS. ELIZABETH RANDOLPH, DIRECTOR OF TITLE I, CHARLOTTE-MECKLENBURG SCHOOL DISTRICT, CHARLOTTE, N.C.

Mrs. Randolph. Thank you.

The title I program in the Charlotte-Mecklenburg schools concentrates its efforts on a kindergarten program for educationally deprived children living in areas with high concentrations of low income families.

The Charlotte-Mecklenburg LEA serves the largest urban area in North Carolina. The consolidated city and county school system serves 80,000 children in 31 high schools and 73 elementary schools.

The decision to concentrate title I funds on kindergarten was made after a comprehensive needs assessment. Analyses of test scores showed a consistent low level of achievement and a high retention rate for children from low-income families. These data, reinforced by research findings on the value of early learning, led the LEA to design a comprehensive program for title I 5-year-olds which included educational, health, nutrition, and social service components.

The success of the program for the children served has been amply documented in several areas:

One, the academic area. For the past 2 years the title I program in Charlotte-Mecklenburg has employed an evaluation design using tests at the beginning and at the end of the school year with experimental and control groups.

The control groups were made up of children of similar backgrounds who did not attend a kindergarten program but were tested with the same assessment battery in September and May of each year.

Additional data regarding the performance of students enrolled in the North Carolina pilot State-supported kindergarten program were also available to the evaluation team for comparative purposes.

Final scores were higher for the Charlotte-Mecklenburg title I students than for either the State or control groups. This was true even though on the scale of home stimulation, Charlotte-Mecklenburg title I students scored lower than either of the other groups.

At the close of the kindergarten program in the spring of 1971, Charlotte-Mecklenburg students scored higher in language and mathematics than either group. Their gain was significantly higher in tests of mental ability, language and mathematics than the gain score of children from similar backgrounds who had no kindergarten experience.

In 1971–72 the scope of the evaluation was broadened to include testing of first graders who had attended the title I kindergarten program. These 6-year-old "graduates" of the program, when compared with children of like readiness in grade one, performed better in word recognition, paragraph meaning, vocabulary, and arithmetic.

Title I has reduced the first grade retention rate of the group of children served. For example, during the 1970–71 school year, 720 children from title I kindergartens were enrolled in first grade; 578 graders were retained in the total school system. Only six of these were enrolled in the title I kindergarten program.

Two, the areas of social and emotional development. A classroom behavior rating scale administered each year in September and May, has shown significant positive behavioral change in social behavior and task orientation.

Title I has broadened the horizons of the children served through a variety of educational experiences—thereby increasing their experimental base for learning to read.

Three, the physical area. Title I has provided supportive services to children who needed health care, nutritional supplements, psychological assistance, and adequate clothing in order to be physically ready to learn.

Hand in hand with the improvement in the total development of title I children, has been improvement in the attitudes and competencies of those responsible for their education. Teachers' attitudes toward teaching and learning have become child-centered rather than "subject-matter" or "book-centered."

Teachers are looking at children as individuals and are seeking ways to make school more humane and more responsive to individual needs. This change has been consistently noted by the results of teacher beliefs surveys given to teachers in September and May of each year.

In-service training programs for teachers have been improved to include assistance in individualized instruction, team teaching and varied ways of preparing a classroom environment to meet the needs of children.

Title I has generated a new awareness of the importance of parents in the education of their children. Teachers and administrators have accepted parents as real partners and have given them meaningful roles working with children in the school setting.

Schools have set up training programs for parent volunteers to prepare them for specific helping roles in the school.

The title I advisory council has given parents of educationally deprived children an unprecedented opportunity to have a voice in educational evaluation and planning.

The title I program in the Charlotte-Mecklenburg school system has worked successfully toward achieving goals. However, the program is beset by administrative problems which impede its progress.

Chief among these is title I's incompatibility with the school system's desegregation plan. This situation results in resegregation within desegregated schools; the exclusion of many eligible children through the division of the geographic areas into new school attendance areas and increased racial isolation.

The selection of school attendance areas for title I services is based on the concentration of disadvantaged children. These concentrations are diluted by pupil assignment plans which involve pairing, clustering, or satelliting.

For example, XYZ Elementary School was formerly an all black school and was eligible for title I services. It is now 70 percent white. Most of its black students are bused to two formerly all-white schools. The black students of the XYZ community now live in three school attendance areas, neither of which is eligible for title I services.

Resegregation occurs when title I children, most of whom are black, are pulled from regular classes for special instruction. While this instruction may result in some improvement in academic skills, it does nothing to reduce racial isolation, thereby negating one of the purposes of school desegregation.

It is very difficult to interpret the criteria of eligible attendance areas to parents, and misunderstandings strain the credibility of the LEA with the low-income community.

We believe that title I legislation can be improved in several ways:

One, a formula which would broaden the base of eligibility to include all educationally deprived children, regardless of income. The mobility of the low-income population makes census information constantly out-of-date, resulting in the consistent elimination of many educationally deprived children.

Although most of the educationally deprived are found among the poor, the present formula eliminates many children who have food and clothing for their bodies but those home environments are lacking in the stimulation neecssary to motivate them to profit from school experiences.

Two, advanced funding which would make possible more effective instructional planning, staff recruitment, and staff retention.

Three, full funding which would make it possible to serve more children.

Four, guidelines which are flexible enough to allow eligible children to be served within varied pupil assignment plans.

Five, guidelines which will permit title I children to take full advantage of the educational opportunities available in desegregated schools.

Six, guidelines which permit an interpretation of parental involvement which goes beyond the advisory council and encourages broader parent participation of the school level.

Mr. **Jennings.** Mr. Perkins is next door asking some questions of an administration witness and he will be back, but before he comes back I wonder if I can ask you a couple of questions?

Mrs. **Randolph.** Certainly.

Mr. **Jennings.** You point out two problems with title I as it is administered now.

One has to do with the determination of eligibility areas under the regulations and the second has to do with racial segregation within a school which has been desegregated.

Dealing with the latter problem first, granted that you have a limited amount of money within the school district how can you have special classes or some sort of remedial type of instruction for educationally deprived children and include other children within a school without spreading the money too thinly within that school?

How can you help segregate somehow the educationally deprived children when you are talking about special classes or additional help within a desegregated school?

Mrs. **Randolph.** That problem is not as much of one as you might think. The resources are there and the classes are going to be held.

Now presumably one of the reasons for desegregation in to bring together children of diverse backgrounds, so if the resources are there it seems to me that other children who are not title I children could be included because there is a spinoff value.

Children help each other, children teach each other. So within a desegregated school where the children are put there in order to put them together, you are negating the reason for their being there and the title I guidelines are a little pickayunish in that regard.

Our current system requires us to certify that only title I children are in this class. The materials are there, the resources are there. It seems to me—in fact as an educator I know that the benefit from the special classes would be enhanced by the participation of other children other than the disadvantaged.

Mr. **Jennings.** Let us assume that a particular school has so much money, let's say $1,000. Now in Charlotte-Mecklenburg, I believe, the racial ratio within the school district is 70 percent white, 30 percent black.

Mrs. **Randolph.** In all schools.

Mr. **Jennings.** Now the black children are not necessarily the only educationally deprived children within the school district but there is a strong correlation I would guess between race and educational deprivation within the school district.

So assuming that many of the children within that school who are educationally deprived are black, how can you spend that limited amount of money on the other 70 percent also and still have an appreciable amount of money spent on the educationally deprived children or have some sort of program which is going to show effects——

Mrs. **Randolph.** I am talking about the participation of children in a school indiscriminately after the resources have been concentrated in the school.

Let me give you an example. We have a part C program, part C carryover, and we are concentrating those funds in the 10 eligible elementary schools.

Now the resources are there and we required each principal to make a proposal of how the money would be spent. He identified the children on whom the money was going to be spent. Most of the programs are programs that deal with language development and mathematical competence.

You have the limited resources and the program is being planned and supervised by the regular classroom teacher with teacher aides being brought in to extend what the classroom teacher can do.

Now, I maintain that there are other children in the school who could not only benefit from the program but could help the children who are deficient in language and in mathematics and you would accomplish the purpose of desegregation which relates to the interaction of children with each other, children from various backgrounds. Then you have an additional resource to help the youngster improve his competencies. Teachers know in so many, many cases children learn more from other children than they do from the teacher.

So by isolating the title I child from a more advantaged child you are depriving him further because you are depriving him of a peer resource which could help him in his learning.

So you are not spending the money which is already there for the deprived child, you are just using him really as a resource and he is helped and the title I child is helped too, but the guidelines as set would penalize us for bringing in other children who are more advantaged to participate in this program even though their presence would enhance the benefit of the program of the title I child.

Mr. JENNINGS. So what you are saying then is that you don't use title I money as general aid to that school?

Mrs. RANDOLPH. No.

Mr. JENNINGS. Just to reduce class size for everybody.

Mrs. RANDOLPH. No.

Mr. JENNINGS. But you do have a special program or remedial teacher and you open up her class to more children.

Mrs. RANDOLPH. That is what we would like to do. I am saying in this way title I is incompatible with the purpose of desegregation because it deprives the title I child of the peer influence in a special group.

Mr. JENNINGS. What you say has been said by Coleman and the rest?

Mrs. RANDOLPH. Yes.

Mr. JENNINGS. Children could learn more when they have socially mixed classrooms?

Mrs. RANDOLPH. Yes. It is not a dilution of the funds because the funds are there already for the deprived children.

Chairman PERKINS. Now, do you feel that we can provide a solution whereby these children can be identified in a situation such as you have in Mecklenburg?

Mrs. RANDOLPH. Listening to the two financial experts who have just spoken makes me very, very aware of the problems which this would entail but I favor a formula which would be based on identification of the educationally deprived in a district.

Of course my experience is with Charlotte-Mecklenburg but I believe such a formula would identify the poor more adequately than the present formula does because the present formula excludes many of the poor because the formula is based on concentrations of low income families here.

I am thinking about a mill community where there is quite a bit of poverty but the poverty is not as concentrated as it is in another section of the city.

Another thing about it, it is a white mill community as far as the residential area is concerned and cannot benefit from title I funds although they have serious educational disadvantage because their concentration does not equal or excede that of the district.

Chairman **Perkins**. Let me ask you one question. Having experienced these problems in Mecklenburg County, how would you suggest that we amend the law to identify the so-called disadvantaged youngster?

Mrs. **Randolph**. I would think that there should be some participation of the local LEA in the identification process. I don't have the expertise in statistics and finance to suggest a formula but I believe that the local educational agency should have some part in identifying the children to be served in that locality and not have to apply a general formula which in the specific instance really acts against the identification of the children whom you think should be identified.

I think if a formula could be devised where the LEA had some way of participating in the identification process, that the funds would be more fairly distributed and the eligible children would be more readily identified.

Chairman **Perkins**. Mr. Chris Cross.

Mr. **Cross**. Just one question.

Yesterday I think the Chicago people suggested that to prevent the sort of fluctuation caused by schools being eligible 1 year for title I and then, because of a change, becoming ineligible next year that a school be identified as eligible for 3 years. In other words once a district was identified it would remain eligible for 3 years.

Would you support something like that?

Mrs. **Randolph**. I can see some value in it certainly in a place like Chicago.

In our urban-rural area there is quite a bit of mobility and that has been one of our problems with credibility in the low income community.

You have areas of a town that gradually shift from black to white because you see there still is residential segregation. Although our schools are 70–30 we achieve it by transportation and the residential segregation is very very much there and you have white flights from communities where blacks move in we have drastic black-white shifts within a school year.

That is what has been our problem with title I in the past and the problem that got us into difficulty is with the auditors. The auditors say that we were serving the wrong children. They identified areas where we were serving title I youngsters in newly poor areas. They used to be affluent areas and they have changed.

So if you have an area designated as title I for 3 years, if it changes drastically in 1 year you still have the problem.

Mr. **Cross**. What you said about an area becoming newly poor; would that be because census figures are so far behind?

Mrs. Randolph. That is right.

Mr. Cross. The census is not an accurate reflection.

Mrs. Randolph. Absolutely not.

Mr. Cross. Thank you.

Chairman **Perkins.** The General Accounting Office audited you and contended that you had not spent the money rightfully because of this problem in Mecklenburg?

Mrs. Randolph. They said they were looking at the census and they said these are not eligible areas, and indeed they were.

Chairman **Perkins.** And they were?

Mrs. Randolph. Yes.

Chairman **Perkins.** Thank you very much. Again, you have been most helpful to the committee.

Mrs. Randolph. Thank you, sir.

Chairman **Perkins.** We look forward to your return.

Mrs. Randolph. I believe in title I and if I ever can be of any kind of help all you have to do is ask.

Chairman **Perkins.** Thank you very much.

The committee will reccess until 9 a.m.

[Whereupon, at 11:23 a.m. the general subcommittee recessed, to reconvene at 9 a.m., Thursday, February 8, 1973.]

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

THURSDAY, FEBRUARY 8, 1973

House of Representatives,
General Subcommittee on Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:00 a.m., pursuant to recess, in room 2257, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Present: Representatives Perkins, Lehman, Towell, and Quie.

Staff members present: Jack Jennings, majority counsel; and Christopher Cross, minority staff assistant.

Chairman Perkins. The subcommittee will come to order. A quorum is present.

The General Subcommittee on Education is today continuing hearings on H.R. 69, a bill to extend the major Federal programs affecting elementary and secondary education, and H.R. 16, the School Finance Act of 1973.

We are pleased this morning to have as our first witness Dr. Norman Drachler, former superintendent of schools in Detroit. Following Dr. Drachler, we will hear testimony about Title III programs in New York, New Jersey, and Wisconsin.

Come around, Dr. Drachler.

STATEMENT OF NORMAN DRACHLER, DIRECTOR, INSTITUTE FOR EDUCATIONAL LEADERSHIP, FORMER SUPERINTENDENT FOR PUBLIC SCHOOLS IN DETROIT, MICH.

Chairman Perkins. Without objection, your statement will be inserted in the record and you may proceed in any way you prefer.

(The statement referred to follows:)

Statement of Dr. Norman Drachler, Director, Institute for Educational Leadership, George Washington University

Mr. Chairman, ladies and gentlemen of the committee, I am Norman Drachler, Director of the Institute for Educational Leadership, The George Washington University, and formerly superintendent of Detroit Public Schools from 1966 through 1971. I believe that the Elementary and Secondary Education Act of 1965 has made a very positive contribution to American education. And I am pleased to have the opportunity to appear before your committee today.

Having served as a superintendent in a large city school system that was affected by nearly all the misfortunes that have faced urban communities in the past decade, I regard the ESEA Act of 1965 as one of the chief benefactors to the children of our schools during those grim days. I am convinced that what little educational improvement has prevailed in our schools system was largely due to the impact of this legislation.

There are those who question the worth or desirability of Federal aid to education—particularly the effectiveness of Title I. I share some of the concerns expressed by critics. There are, however, many strengths in this legislation—and I wish to review these, based on my experience in Detroit.

This legislation has influenced American education in a variety of ways:

1. ESEA has highlighted the shortcomings of our educational system and has

focused our attention on the educationally disadvantaged children of our school system.

2. ESEA has resulted in greater measures of accountability by the school system for all children, particularly the poor.

3. Although born in a climate of fear regarding "Federal intervention and control" ESEA has had a major impact in stimulating more local participation in the schools than had existed previously, especially by people who were formerly not involved.

4. ESEA stirred and fostered continuing education of the staff and enabled more intensive research, innovation, and experimentation in the schools than I can recall in my previous thirty years as an educator.

5. This Act forced the school system to look at itself more critically and to examine its methodology and practices. It focused attention on our promise of equal educational opportunity to all, and influenced the distribution of local funds on a more equitable and effective basis.

6. ESEA provided new cultural experiences for children from depressed areas on a broader scale than previously possible.

7. Through ESEA, teacher aides, community agents and other members of the community became involved in the educational process and they in turn brought into the profession a new dimension, an outlook that was urgently needed.

8. ESEA made possible the acquisition of new teaching materials, equipment and technology that most likely would not have come into being if it were not for the impact of this Act upon both the educational profession and industry.

9. ESEA, despite our earlier professional short comings, did help to raise the educational achivement level of the children under its influence. (See Appendix)

I recognize that legislation can be improved. We've had some six years of experience upon which to build. I would like to offer several suggestions:

1. I strongly urge that the funds designated remain categorical in nature. I fear that state-wide revenue sharing would dilute funds and decrease the services for those most in need of educational improvement.

2. I urge that stronger provisions be built into the guidelines to assess more effectively the accountability of each school system in the utilization of these funds. Guidelines must be written as clearly as possible to avoid disputes at the state or local level. Sufficient time must be provided to school districts, if the guidelines are to be implemented in accordance with the regulations.

3. I recommend that the local school district receiving funds from several sources for compensatory education be given greater flexibility in the ulitization of these funds but, in accordance with the broad categorical base upon which it is built.

4. Additional or separate resources should be provided that would permit educational services to follow the child wherever he attends school. This is particularly crucial in large cities where great mobility exists during the school year.

5. Funds provided for the educationally disadvantaged must be adequate to make a difference. We must not merely raise the aspirations of parents, children and teachers, but also provide the services that will enable them to perform the task more adequately.

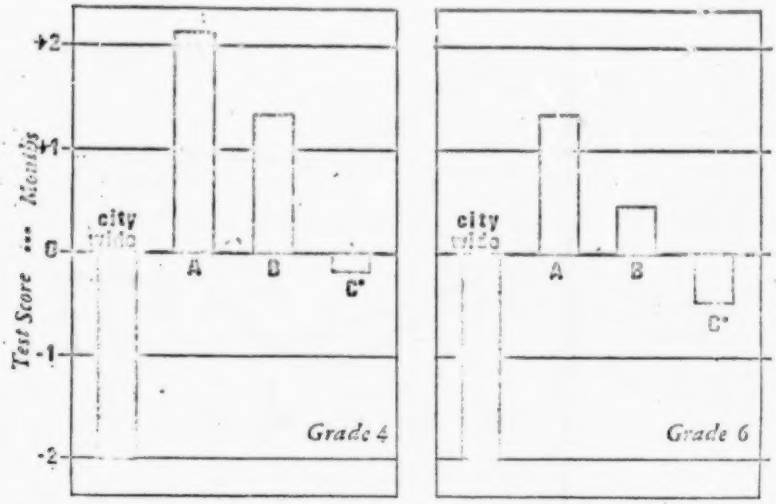
I have stated earlier that Title I had a direct impact upon raising the educational achievement level of children under its influence. I do not want to leave the impression that the gains were momentous nor that all children in Title I schools had achieved a level of achievement equal to the National Norm. The charts that follow do however, indicate that after the early years of Title I experience, the downward trend was stopped and that since 1968 the city's reading scores particularly in Title I schools with greater concentration of resources began to rise slowly. I must admit that the most recent reports received from Detroit indicate that the rate of acceleration has improved slightly since I have left. The charts that are attached to this testimony indicate these changes and also underscore the effectiveness of Title I particularly in areas of higher concentration. Thank you for this opportunity to appear before you and if you have any questions I shall try to answer them.

Dr. Drachler. Thank you very much. In addition to the statement that I have presented to the committee, I have added supplementary exhibits.

Chairman Perkins. The supplementary exhibits will likewise be inserted in the record.

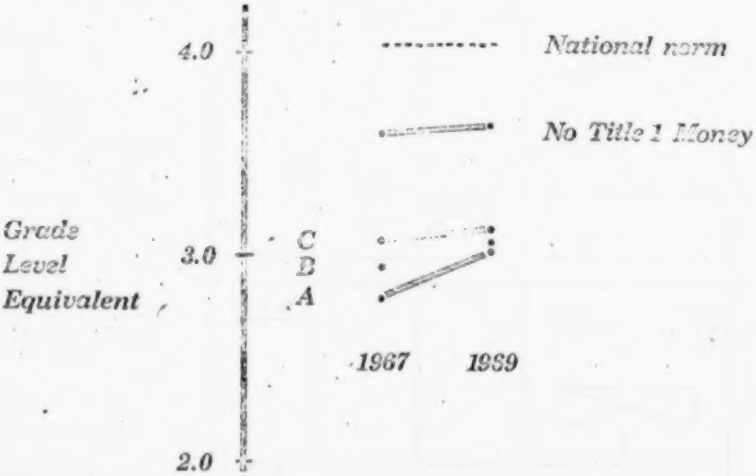
[The supplementary exhibits referred to follow:]

GAINS IN MEANS FOR 110 TITLE I SCHOOLS (45"A", 35"B" and 30"C") OF READING TEST SCORES RELATIVE TO CITY MEANS ---- [illegible] to [illegible]



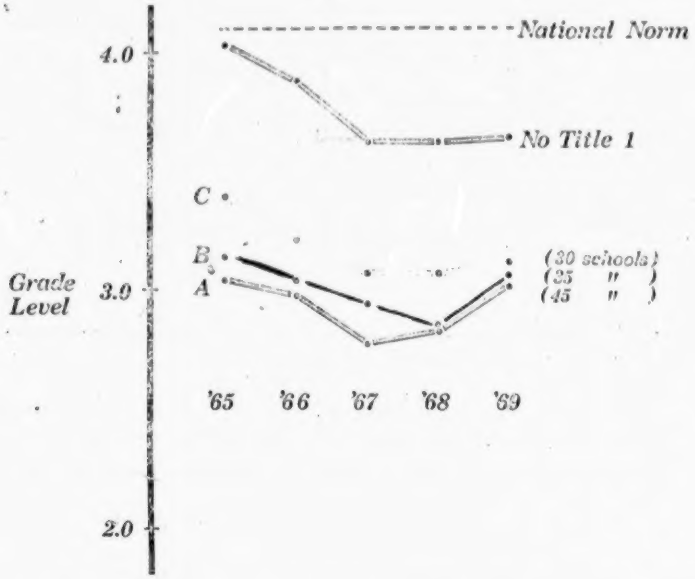
* "C" Priority Schools' Special Services Discontinued September 1968

Comparing Detroit Reading Trends (1967-69)
When Title I funds were concentrated

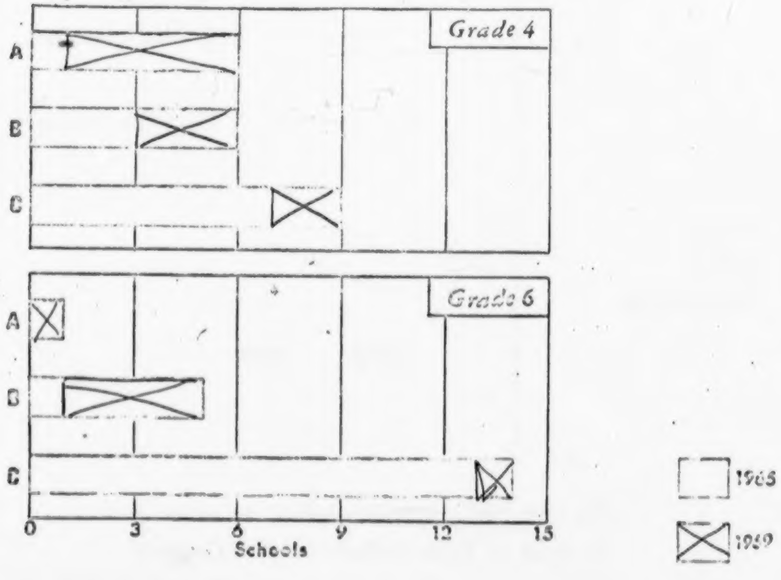


Changes in grade 4 reading achievement by level of Title I effort in 205 Detroit elementary schools during a 2 year period.

Comparing Detroit Reading Trends – Non-Title I (95 schools)
Title 1 (110) 1965 – 1969 (Grade 4)

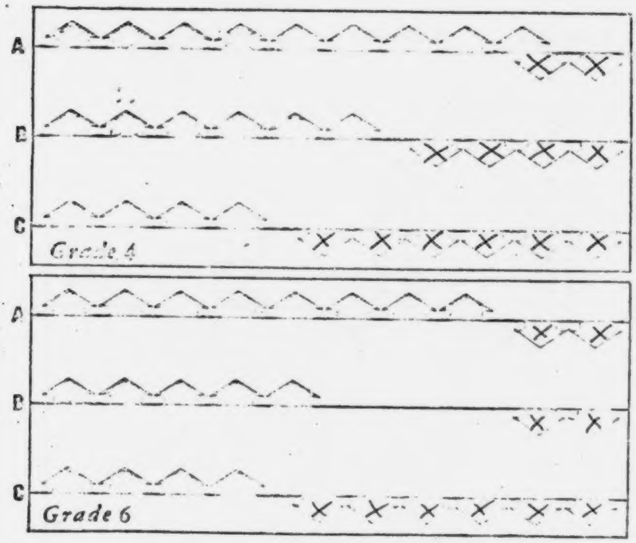


NUMBER OF TITLE I SCHOOLS HAVING READING TEST SCORE MEANS AT OR ABOVE THE CITY MEANS --- 1965 AND 1969



Numbers of Title I Schools Showing

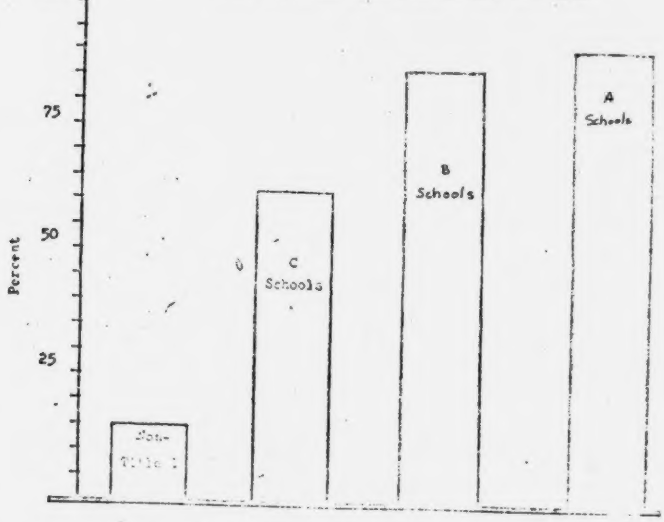
GAIN OR LOSS OF 4 OR MORE SCHOOL MONTHS IN READING TEST SCORE MEANS IN TITLE I SCHOOLS [illegible] ——— 1965 to [illegible]



Each symbol represents one school. Black symbols indicate schools with gains; symbols represent schools with losses. with X

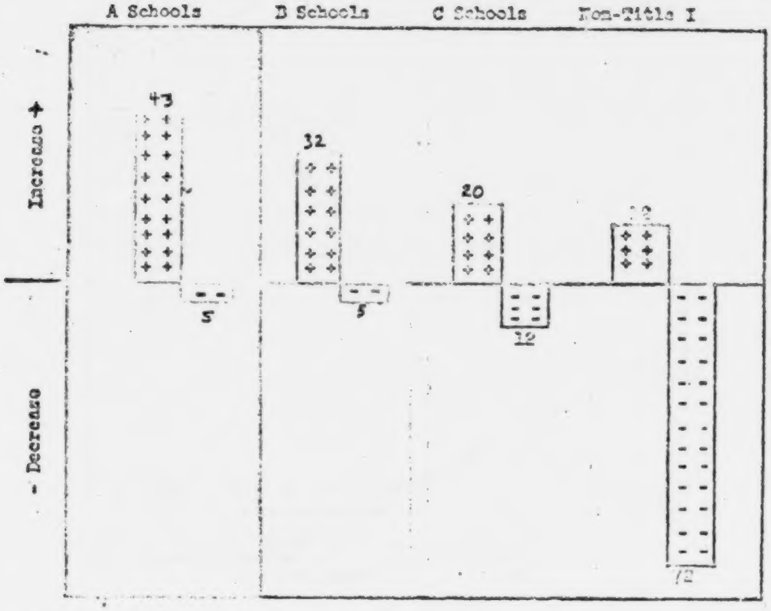
Percent of Schools, by Title I Priorities, Where Grade 4 Pupils Reading Score Means Increased in City Standard Score Units from 1968[1] to 1970[2]

Relative Position Gain by Groups 1970 over 1968



[1] October 1968 Iowa Test of Basic Skills
[2] January 1970 State Assessment

Numbers of Schools, by Title I Priorities, Whose Grade 4 Pupils' Reading Test Score Means Increased (Decreased) in City Standard Score Units from 1968[1] to 1970[2]



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[1] October 1968 Iowa Tests of Basic Skills

[2] January 1970 State Assessment

EXHIBIT H

ADDITIONAL DATA ON DETROIT

I have received from Detroit some additional information that is relevant to our discussion. Based on the most recent evaluation - the city's Reading Mean Score for the 4th Grade Iowa Basic Reading Test was 3.5 - as compared to the National Norm of 4.1. The scores in the past were:

	1965	1966	1967	1968	1969	1970	1971	1972	
4th Grade	3.5	3.4	3.2	3.1	3.2	3.2	No test given	3.5	National Norm 4.1

It is interesting to compare these city-wide results with a study made in Detroit for the fourth grade - beginning with 1968 when concentration of services was initiated. Since 1968 there were only 2 Title I categories - A - higher concentration of services for schools with lowest record of achievement (40 schools) and Group B, Title I - the 2nd lowest level of achievement (35 schools). The study sought to determine the percent of students with more than 1 year retardation in Reading at the 4th Grade Level in relation to the National Norm.* The findings were:

	No. of Schools	Percent Retarded at 4th Grade in Reading by one or more years.		
		1968	1970	1972
A	40 Schools	66%	56%	43%
B	35 Schools	63%	54%	48%
Non-Title I Schools	111 Schools	44%	39%	38%

* It should be noted that Title I Schools A & B also received other compensatory funds from State and Federal sources

Norman Drachler - February 8th, 1973

Dr. Drachler. My remarks are directly related to the question of the impact of title I upon achievement in the Detroit public schools. Although I am not now associated with the school system, yet I felt that when asked to appear, that probably my experience there, between 1966 and 1971, during the early stages and the development of title I and the other ESEA acts, would be significant to review at a time when the original bill is expiring and when considerations are underway for revision or renewal of legislation.

I simply want to reiterate, Mr. Chairman, that there are those who question the worth or the desirability of Federal aid to education, particularly the effectiveness of title I. I share some of the concerns expressed by critics. There are, however, many strengths in this legislation, and I wish to review these, based on my experience in Detroit.

I think Congress has often received more complaints from school superintendents and from other critics about ESEA and that we did not say enough about what ESEA has done for the Nation. First, I think that ESEA has highlighted the shortcomings of our educational system in general and has focused our attention on the educationally disadvantaged children of our school system.

Second, I think it has resulted in greater measures of accountability on the part of the school profession for all children, particularly the children of the poor.

Third, although when the bill was first discussed, there was concern regarding Federal intervention and Federal control, I wish to state, as a former superintendent, that ESEA has made a great impact in stimulating more local participation in schools on the part of parents than has existed previously in our school system. And it has done so especially for people who were formerly not involved in school decisionmaking.

Fourth, I think the act has stirred and fostered continuing education of the staff and has enabled more intensive research, innovation, and experimentation in the schools than I recall in my previous 30 years as an educator in the city of Detroit.

Fifth, this act has forced the school system to look at itself more critically and to examine its methods and practices. It focused, particularly, attention on our promise of equal educational opportunties to all and influenced the distribution of local funds on a more equitable and effective basis.

Sixth, ESEA provided new cultural experiences for children from depressed areas on a broader scale than previously possible.

The seventh point, that I think is very important, is that, through this legislation, teacher aides, community agents, and other members of the community became involved in the educational process. These noncertificated people, but individuals from the community, brought into the profession a new dimension, an outlook, sir, that was urgently needed by the profession.

ESEA also made possible the acquisition of new teaching materials, equipment, and technology that more than likely would not have come into being if it were not for the impact of this act, both upon the profession as well as upon the industry that caters to schools.

And, last but not least, despite our earlier professional shortcomings in the first 2 or 3 years of the act of not knowing how to use the funds most effectively, ESEA did help to raise the educational achievement level of the children under its influence, and in the exhibit materials that I have attached to my statement, this becomes quite evident.

Since I left Detroit in 1971, I was anxious to bring the data up to date, based on the most recent findings in Detroit, and I am even more convinced that this statement is correct based on the most recent reports.

I recognize that when you are considering new legislation, there is always room for improvement. We have had some 6 years of experience upon which to build.

Since I am not as close to the school system now as I was 2 years ago, I would like to make some general recommendations or suggestions. No. 1, I would strongly urge that the funds designated remain categorical in nature. I fear, not knowing what the exact plans are for statewide revenue sharing in education, that there might be a tendency to dilute funds and to decrease the services for those most in need of educational improvement.

Second, I urge that provisions be built into the guidelines to assess more effectively the accountability of each school system in the utilization of these funds. I think this can be done. An effort has been made in that direction by the State superintendent, the commissioner of education in Michigan and in other States, and I feel that it is necessary on a national level.

Guidelines must be written as clearly as possible to avoid disputes at the State or the local level. Sufficient time must be provided to the school district if the guidelines are to be implemented in accordance with the regulations.

For various reason, we often did not know until the very last moment what the schools were to receive or the kind of preparation that was necessary in terms of obtaining staff. Thus the intensive planning necessary to involve community aften had to be bypassed in order to meet the deadlines for submitting proposals.

Third, I would recommend that the local districts receiving funds from several sources for compensatory education be given greater flexibility in the utilization of these funds but, still in accordance with the broad categorical base upon which it is built.

I would like to expand on this suggestion. We would often have a school that would be eligible for title I, the State had a compensatory program, section 3, and they would designate the school. Then, if that school, geographically fell into Model City area, it was also regarded as a categorical school that must receive the aid.

So here we would have some schools receiving anywhere from $500 to as high as $1,100 and another group of schools, also in need of additional services and eligible, would receive very little funds, less than $100 per child. The school district did not have the authority to shift any of these funds.

I cannot assure you that in a school where we had $900 or $1,000 we did twice as well as in a school where we had $300 to $500. I do not believe we know enough yet as to how to utilize funds effectively enough. For that reason, I believe that some flexibility or coordination should be considered to make that possible.

Fourth, I believe that additional or separate resources should be provided that would permit educational services to follow the child who is educationally disadvantaged wherever he attends school. This is particularly crucial in a large city such as Detroit, where you have very little public housing, and a very high percentage of single homes. Thus, there is a great deal of movement. The children who leave an inner city school are almost immediately replaced by another group of children that come in.

That school still continues to have the need, but where the moving child ends up, they often do not have any services which are necessary for the progress of the child.

The fifth suggestion that I would like to make is that we review seriously the distribution of funds in terms of their effectiveness. I believe that funds provided must be adequate to make a difference.

In our early years, when we divided the funds among some 140,000 children we ended up looking like Mark Twain's definition of the Platte River—which was "a mile wide and an inch deep." We were not having any major impact on the educational process. Therefore, I believe that the funds must be adequate.

It is dangerous to raise the aspirations of parents, children, and teachers unless we provide the services that will enable them to perform the task more adequately.

I have stated earlier, sir, that title I has had a direct impact upon raising the educational achievement level of children under its influence. I do not want to leave the impression that the gains were extraordinary nor that all children in title I schools had achieved a level of acheivement equal to the national norm.

I mention the national norm, although I do not regard it as the single measure of educational achievement. There are many intangible educational values that ESEA has produced that cannot be measured. But on the other hand, the public, parents, the press, have always measured the effectiveness of title I on the basis as to whether or not we improved in the basic skills in relaton to the national norm. It is an important factor and therefore I am emphasizing it today.

The charts that I have submitted do indicate that after the early years'—1966, 1967—experience with title I, the downward trend was stopped and that since 1968 the city's reading scores, particularly in title I schools, began to rise slowly. I have added today to the exhibit the very latest findings on reading achievement in title I schools in Detroit public schools.

Dr. **Drachler.** I must admit that the rate of acceleration has improved slightly in Detroit since I left. The children in the last 2 years have done better than in the years between 1968 and 1970. The charts underscore the effectiveness of title I, particularly in the areas of concentration.

If I may dwell for a moment on exhibit H, which is the item that I have added. You will note that in 1965 when title I legislation was introduced, the city of Detroit was six months behind the national norm, 3.5; then you will note that in 1966 we dropped to 3.4; 1967 to 3.2; and by 1968 we were at 3.1 or about 10 months behind the national norm in reading.

Then you note that in 1969 it rose slightly to 3.2; in 1970 it remained at 3.2; and by 1972 it had reached 3.5. In other words, between 1968 and 1972 on a citywide basis we reduced the gap between Detroit and the national norm on the Iowa Tests by 4 months.

However, let us look at title I schools, group A, where there was greater concentration of services in 40 schools, which we initiated in 1968. A recent study that was made of retardation in reading in Group A indicated that in 1968, 66 percent were more than a year retarded in reading in Grade 4. By 1970 that figure dropped to 56 percent, and by 1972 it dropped to 43 percent. There was an improvement in the highly concentrated title I schools in reading by 23 percent.

The encouraging thing, however, also is that in the 111 schools where the trend had been downward from 1965 to almost 1970, there has now been a reversal. The reversal has not been as marked as in the highly concentrated title I schools, but if you look at the chart you will see that in 1968 there were 44 percent of the youngsters in the 111 non-title I schools who were retarded more than 1 year, and by 1972 it had dropped down to 38 percent, or a 6-percent difference.

In the "B" schools, where we had must less concentration, there was improvement, but not as much as in title I, group A.

I do not wish to belabor this point, but I do believe there seems to be a national impression that title I has not done all that it had been hoped that it would. While I certainly don't think it has done all that we had hoped, it has achieved better than I think is recognized nationally.

Thank you for the opportunity to appear before you, and if there are any questions I will try to answer them.

Chairman **Perkins**. That is complete evidence that title I has worked.

Dr. **Drachler**. In our experience, it has.

Chairman **Perkins**. What suggestions would you make to improve title I?

Dr. **Drachler**. Based on our Detroit experience, I am convinced that determining with staff some objectives or terms of accountability as to what they were seeking to achieve, providing in-service training, making the scores for each school public, and training principals and other staff people to work with teachers in assessing their efforts were some of the elements that produced an improvement in our city.

I must admit I had some fears some teachers were teaching for the examinations and not for the sake of improving reading. Having followed each school, I think there are several schools where the gains were too high. They must have become too middle-class, were cramming for the exams.

But on the other hand, I think the change in distributing the funds sufficiently and adequately to concentrate on schools with the greatest need was the prime factor for the progress made in group A, title I schools.

Chairman **Perkins**. Mr. Lehman.

Mr. **Lehman**. From your experience in Michigan, do you believe that if we gave the States more discretion on how the Federal funds would be distributed, there would be more funds spent where they need it for the rural poor?

Could you tell us what percentage is now given to Detroit in relation to the school population? My interpretation is that Detroit needs more money per pupil than any of the other areas of Michigan. What is the track record up until now?

Dr. **Drachler**. The Michigan Supreme Court last month ruled that the State is not doing an equal job in terms of distribution of funds. I have made a comparison recently of State distribution of funds in the State. The State has improved slightly in the last few years but not enough to make up the loss that the city has had.

In 1959 each mill in the city brought in $700,000 more than it did in 1968, due to the declining valuation of property. The 20 mills we had were bringing in $14 million less per year in 1968. This was due, partially, also to some of the State's legislative acts that caused a change in the tax formula.

My opinion certainly is, that the State's record has not been a good one in terms of recognizing the needs of the urban city, and it is evident from the fact that in 1968, as superintendent of schools, together with the board of education. I initiated a suit against the State of Michigan that they were not financing education equally within the State.

Mr. **Lehman**. I have another question. You mention the word "accountability." I think that is going to be the name of the game in many instances, regardless of title I funds. You indicate that you possibly need more accountability. Could you specify how, and also should we identify specific performance criteria and put those into the title I law? I think I am really talking about the accountability performance contracting as part of the title I law.

Dr. **Drachler**. The State of Michigan has now a formula for accountability which requires approximately 7½ months' gain as a minimum in terms of achievement. I personally think that this is a desirable factor to consider.

I would defer to the superintendent of Detroit and others who are closer to the scene than I, but I do believe that our experience has indicated that the publishing of the scores, for instance, which is an accountability measure, although it does not add to the life expectancy of administrators is good for children in the long run. I therefore think that accountability measures should be considered.

Mr. **Lehman**. I voted in my own school district for the publication of scores. I think that the public has a right to know and I think that is a good basis to start with.

That 7½ months, for my own information, do you mean that title I contracts should specify that under this title I contract the reading-math performances of children should increase 7½ months per school year?

Dr. **Drachler**. That is right.

Mr. **Lehman**. If they did not do that, they would be subject to not receiving the funds the following year? I want to understand what happens if you do not live up to the contract.

Dr. **Drachler**. The State of Michigan has not thus far, to my knowledge, taken away funds from any school. I think we have to wait for experience. But I do believe that the State of Michigan does have a sound policy, and that is that there is a time period of 3 years for which it is given, and I think some kind of longer period than just 1 year ought to be used as a basis for setting up this criterion.

Mr. **Lehman**. Give a little more time for a period of adjustment?

Dr. **Drachler**. That is right. Because there is an important factor, and that is that if one really wants to develop sound objectives with staff, you cannot just hand it down from the central offices and say, "Here are the goals, you go ahead and fulfill them."

I think if the goals are to be fulfilled realistically, staff has to be involved for some time in developing and for implementing these goals, and that takes time.

Mr. **Lehman**. The last question. If they are doing 9½ months, I think the ones doing 9½ should be entitled to more money than the ones doing 6½ months.

Dr. **Drachler.** It is a very difficult point, because in our inner city, my most traumatic experience was when I could not give a good answer to this type of problem. I had a group of parents that came in from a junior high school where enrollment was dropping constantly; we gave them more services, but we still had to take away three teachers.

I would like you to think about a question asked me by the delegation from the inner city. A man asked, "Where does our junior high stand on the Iowa tests?" I said, "There are 55 junior high schools in the city, and I must admit that you are second from the bottom."

Then he asked, "Now, those three teachers that you took away, did you send them to the school that is lower than we are? If you did, I have no complaint, they need them more than we; but if you sent them to a school that has 40 in a class but they are doing better than we are, then you are just playing a numbers game with us."

So these factors have to be weighed.

Mr. **Lehman.** It happened in our school. You integrate schools and enrollment drops; and where you need more staff, you lose more staff because of a staffing formula. That is one thing where title I can help. That is what the problem is.

One last question: Would you be in favor of general aid if title I were funded at $3 billion, or do you think throwing that kind of money into general aid would be better, with less money more specifically earmarked?

Dr. **Drachler.** I said at the outset and I want to repeat, I would rather that the money be earmarked.

Chairman **Perkins.** Thank you very much.

Mr. Cross.

Mr. **Cross.** You did not mention the title I formula. How do you feel about the formula and the way it uses AFDC?

Dr. **Drachler.** When I was in Detroit, I did not have the 1970 census figures. I frankly do not know how it would affect the city, and therefore it is difficult for me to address myself to the formula. However, I do have a very recent report made by Michigan State University which indicates that AFDC families are now spreading all over the city, not in very high concentration, but, for instance, this map indicates that in areas where we had 5 percent per 1,000 dwelling units, it has in 1 year increased to 9.4. This is true generally. In another area, it has increased by 10.2.

Therefore, I am concerned about two factors. I would like to see a formula that on the one hand gives attention to where educationally disadvantaged children are concentrated in very high levels; at the same time, I would be interested, as I indicated earlier, that there be some flexibility in that formula to take care of where educationally disadvantaged exist in other areas where there is not a heavy concentration.

Mr. **Cross.** Do you think the title I formula is flexible enough to get the money to the areas where it is most needed? Is title I or the Michigan chapter 3 program more responsive to the needs which a city like Detroit might have?

Dr. **Drachler.** I think, sir; that the relationship, unfortunately, between poverty and low scores is so constant that if the formula will be based that the funds should be provided where the concentration is the highest, in the end we will have the same situation, and it won't matter very much whether one looks at it by AFDC or whether one seeks for it in terms of concentration of education deprivation.

If I had to make a choice without knowing the facts, I would certainly bank my needs on AFDC.

Mr. CROSS. Would you favor requiring that 75 percent of the title I money be for basic skills service like reading and mathematics?

Dr. DRACHLER. I do not know whether the amount should be 75 percent. But I do believe that the major portion should be on the reading skills and mathematics, yes, rather than other experiences, which are important, but it becomes a morale factor since we tend to measure the success of the program on reading scores only. You spend thousands of dollars taking children on trips and providing them cultural enrichment, concerts, and so on, and I think these are very valuable, but they are intangible, and their impact cannot be measured. I would like to put my weight on the proposition that the youngsters will in the long run more likely become consumers of the arts, if we first teach them to read and write.

Chairman PERKINS. Thank you very much. You have been very helpful to the committee.

Our next witness is Mr. Robert Ward. Come around, Mr. Ward.

Mr. Ward is the State Director of Program Development for the Department of Education, New Jersey. He is accompanied by Dr. Evelyn Ogden and Dr. James Caulfield.

You introduce the panel and proceed in any way you prefer.

STATEMENT OF ROBERT WARD, STATE DIRECTOR OF PROGRAM DEVELOPMENT, STATE DEPARTMENT OF EDUCATION, NEW JERSEY, ACCOMPANIED BY DR. EVELYN OGDEN, DIRECTOR OF PROGRAM MANAGEMENT (TITLE III), AND DR. JAMES CAULFIELD, ASSISTANT SUPERINTENDENT, UNION TOWNSHIP PUBLIC SCHOOLS, NEW JERSEY

Mr. WARD. Thank you very much, Mr. Chairman and members of the committee. Our statement is in four parts. I would like to make some introductory remarks to make the case for development in education and to provide some indicators of the impact that title III has had on the State of New Jersey.

Chairman PERKINS. Go right ahead.

Mr. WARD. Dr. Caulfield will then present a second part of the case study in New Jersey, which will deal with the impact title III has had on school districts; and then Dr. Ogden.

Chairman PERKINS. Without objection, all the prepared statements will be made part of the record.

[The statements referred to follow:]

STATEMENT OF ROBERT W. WARD, STATE DIRECTOR, OFFICE OF PROGRAM DEVELOPMENT, NEW JERSEY STATE DEPARTMENT OF EDUCATION

Mr. Chairman, Members of the Committee: My name is Robert W. Ward and I am the State Director of Program Development of the New Jersey State Department of Education. I want to thank this Committee for the opportunity to provide testimony to support development in education.

Our testimony will be in the form of a case study of the impact of Title III in New Jersey. It will be presented by three people. *First, I will present a case for development in education and the role Title III is playing. Second,* Dr. James

Caulfield, Assistant Superintendent of the Union Township Public Schools will talk about the pay-off of Title III in terms of the local district and the imperatives of having Title III money available for development. *Third*, Dr. Evelyn Ogden, Director of Program Management, State Department of Education in New Jersey, will provide hard data regarding the impact of Title III on the children of our State and its promise for the future of education.

First, then what is the case for development in education? What *is* Title III in New Jersey?

Education currently spends *less than 1%* of a multi-billion dollar operational budget for development. *Title III represents 80% of that investment.* In my judgment, no other industry would consider operating without a 6 to 10% investment in Research and Development. Few would argue that man's technological achievements in the past 25 years, i.e. moon exploration, new *fabrics*, discoveries in the medical field, could not have been accomplished without a heavy R&D investment.

Bell Telephone's operation would be obsolete without *Bell Labs and Western Electric* which provide the products required to meet the increased demands for better services. Push-button phones, instant telestar's communications are just a few products produced by Bell Labs for the system. I believe that it is fair to say that Title III is the Bell Labs of Education. Title III, like Bell Labs, is responsible for producing those products and programs needed by the educational system to improve its operations.

While Title III is often characterized as the innovation program that provides funds to demonstrate better ways of educating children, Title III in New Jersey is much more than that. Title III is the Division of Research, Planning and Evaluation in the New Jersey Department of Education. It is the first time the Department has had the people with the skills, knowledge, time and dollars to provide leadership in Development. Title III is the federal commitment that demonstrated to the State the importance of development. The State commitment is evidenced by:

1. Providing five key positions in the Division of Research, Planning and Evaluation: (a) Assistant Commissioner; (b) Director of Research; (c) Director of Planning; (d) Director of Evaluation; and (e) Director of Program Development.

2. Providing other supplementary dollars for development: (a) $400,000 for Teacher Innovation; (b) $250,000 to support four development centers strategically located in the State; (c) $400,000 Learning Institutes money dedicated to special R&D efforts directed at the State's most critical needs; and (d) $100,000 Environmental Education.

Title III is the Office of Program Development and four Educational Improvement Centers. The central staff and the intermediate units are linked to the Commissioner of Education's Council for Planning and Development to provide a coordinated development service. This organizational structure was created to:

1. Insure *equal opportunity* for each school district to particiapte in development.

2. Insure that *research* findings will be applied in all school districts and used in decision-making.

3. Insure that *planning* based on assessment and goal setting will become an integral part of a school district's activities.

4. Insure that *program alternatives* (strategies) will be designed and selected to meet individual needs.

5. Insure that *evaluation* will take place in school districts to determine how well objectives are being met, and the resulting data will become a part of a new data base used for decision-making.

6. Insure that *diffusion* of proven programs and products will result in adoption by other districts.

These are not just claims; they are being implemented.

Yes, Title III is a process of getting results.

Title III is 247 districts (⅓ of the State) applying for development grants in 19 2.

Title III is thousands of teachers being trained to implemented new programs (5,000 through the work of just a single intermediate unit).

Title III is 150,275 students in new programs.

Title III is new skills for professionals in over 200 districts.

Title III is new relationships with business—labor and industry.

Title III is a new climate for change in education.

Title III is assessment in education.

Title III is determining the gap between what results we want for children and what we are getting and then providing the programs to close the gap.

Title III is the application of research and development technology to educational problems. I might also say that Title III is the evaluation and revision of each part of the development system each year. Title III is learning from both success and failure.

Title III is evaluation applied to educational innovation.
Title III is validation of development products.
Title III is consumer protection.
Title III is accountability.
Yes, Title I is results. It's a way of getting *results*.

STATEMENT BY DR. JAMES M. CAULFIELD, ASSISTANT SUPERINTENDENT UNION TOWNSHIP PUBLIC SCHOOLS

THE IMPACT OF DEVELOPMENT ON A LOCAL DISTRICT

Background

Let me tell you about the impact of Title II in Union, New Jersey. However, let me first give you a thumbnail sketch of Union so that you may place it in the proper context with respect to districts in your own constituency that have parallel components.

Union, New Jersey is located in the Newark metropolitan area and the greater New York metropolitan area. It is a community of some 53,000 persons. The school system has 8,500 students. The budget for 1973–74 will be approximately eleven million dollars. Per pupil expenditure for the current fiscal year amount to approximately $1,000 per child.

The occupational range in Union shows that most wage earners are in the semi-professional, skilled, or service oriented occupations. The average family income is approximately $14,000 per year.

Union's school system has six kindergarten through five schools, one school for all 6th graders, two junior high schools and one senior high school. The Union Schools were totally integrated in the fall of 1969. Fifty per cent of our graduates go on to four year colleges.

Need for title III

The school budget was voted down by the citizens two of the last three years. As in most school districts, 93% of our school budget is for expenditures mandated by law. Therefore, the Board of Education has only approximately 7% of the budget under its exclusive control. This portion of the budget is used to provide teacher raises, books and supplies, equipment, and for certain maintenance costs. *Therefore, there are virtually no resources for program development.* Merely maintaining the status quo exhausts revenues.

However, critical needs do exist and have existed for "program development." It is well established that up to 20% of a school population experiences some perceptual problem sometimes referred to as minimal brain dysfunction. This results in various types of classroom problems and consequent learning failure. A body of research existed and had been successfully applied on the clinical level in the United States. It was only necessary to take this body of knowledge and develop it in a manner that would make it beneficial to all students at the primary grade level in a school system. This problem was addressed to the Title III Office and resulted in a three year grant. Through this activity, Union developed a complete program of "Identification and Remediation for Children with Perceptual Problems." Results showed a significant improvement among students serviced. (No child who completed the three year program in one school needed any further remediation in grade three). The activities (kindergarten, grade one, and grade two) developed during the three year program were packaged, printed, and boxed by Union in the fashion you see before you. This was done in our own school. This 500 card "activity bank" has been disseminated throughout the United States. You have in front of you a list of the districts in over twenty states where the program has been adopted. Thousands of students are benefitting from this program at a nominal cost for printing the cards. Instructional manuals and video tape sample lessons are available at no cost.

A second major problem confronted the Union Schools. New Jersey is the most densely populated state in the nation, and the greater metropolitan area suffers accutely from various environmental intrusions. It was felt vitally necessary that a kindergarten through grade twelve program in Environmental Education be developed; a program which would be appropriate for each grade level and which would make all students aware of problems and willing to make the sacrifices necessary to overcome the problems. The program would have to be multi-media to bring the full impact of the problem to the student. It would have to be of such a nature that activities and experiments would be performed by the students themselves. It would further have to have an evaluation design so that we could determine the results of the program. It would promote effective solutions to be carried out in socially acceptable ways. This problem, again, was addressed to the Title III Office. Again, they found the quality of the application of sufficient merit to fund this program. You have before you a replica of the finished product.

Teachers in our own school system were able to develop a program of such high quality that dissemination to all seventeen thousand districts will be possible through a major publishing company. Because the program was developed at the local level, cost of dissemination has been held to a modest price. Knowing the limited resources of school systems, economy was a major factor; thus no component within a kit is consumed in use. Each kit is prepared for one week's instruction. Therefore, the initial cost of the kit is prorated, not over thirty children, but over thirty children times the thirty-six week school year. Therefore, over 1,000 students may be exposed to each unit in a given y ear. The kit material will also last for years; the point being that this is a most economical package and one which already, in pilot form, has been proven most effective. It will be used in various districts throughout the nation during the spring of this year and by thousands of youngsters in many districts during 1973–74.

A third problem confronted us and confronts many districts. Children were entering school with certain socialization problems. Hyperactivity and distractability were diminishing the effects of instruction. Attention span was short. So many stimuli bombard students today in the community, in the home, and in their total environment that a direct response through a program specifically geared to meet these challenges was demanded. This program, which is now in its second year, begins in kindergarten and directs the student through specific visual activities to improve attention and concentration, aptitudes which can be translated to any academic discipline. The materials for this program are very attractive as you see them displayed before you. Again, all of the developmental expertise existed within the school system. Costs for dissemination are kept at a minimum through production efforts which are executed by the school system or under its direct control.

All three of these efforts were deemed necessary and of high priority. None of them could have been responded to successfully without the assistance of the Title III Program. The financial resources were simply not available at the local level. Assistance was needed in program design, evaluation, and dissemination vehicles in order to see to it that these products were shared with other districts. *Title III has permitted us to respond to three specific critical needs. The response has been the development of total programs. The response has also been to provide a delivery system with total evaluation and a dissemination vehicle which now permits us to provide these materials at absolute minimal cost to any one or more of the 17,000 districts in the United States.*

An evaluation design was a mandatory part of each of these projects and thus quality control was maintained throughout the project period through field testing and statistical evaluation. Since each of these programs was developed at the local level, control was maintained in terms of student interest and teaching facility. Each program was developed by classroom teachers and other school personnel. The programs each had a three year time span and therefore efficiency had to be maintained in order to complete the program by the termination date. This has been done.

In closing, may I merely state again that the resources provided by Title III have allowed Union to respond to three very real needs which not only existed in our township, but which are common to many or most districts. These programs could not have been developed without Title III funds and Title III staff assistance.

STATEMENT OF DR. EVELYN OGDEN, DIRECTOR OF PROGRAM MANAGEMENT (TITLE III COORDINATOR) BASED ON DATA ABSTRACTED FROM AN INDEPENDENT EVALUATION OF THE TITLE III PROGRAM IN THE STATE OF NEW JERSEY

DATA CONCERNING THE EFFECTIVENESS OF TITLE III: THE PRODUCT AND THE PROCESS

Title III is a program addressed directly to the problems of education. It is *not* a basic research program, but rather utilizes the results of research in developing operational solutions to identified problems. Planned solutions are field tested, evaluated and analyzed.

Title III is also a demonstration program. It presumes that if solutions that *work* are found they will be *adopted locally*, as well as by other districts with similar problems.

HOW SUCCESSFUL HAS TITLE III BEEN? WHY HAS IT SUCCEEDED OR FAILED?

First it is necessary to explain what we mean by success and failure. Projects are funded based on proposed solutions aimed at attaining specific objectives. These *objectives* must include projections *directly* related to *student learning*. A successful project is one which accomplishes its objectives. An unsuccessful project is one which does not attain its objectives.

WHAT ARE THE INDICATORS OF SUCCESS OR FAILURE BASED ON THE NEW JERSEY EXPERIENCE?

Every project is evaluated based on its objectives, *each* year, by *trained*, independent evaluation teams. These evaluation reports indicate the following: 63% have evidence that they are meeting all their objectives; 29% have evidence of meeting most objectives; and 8% are meeting few or more of their objectives.

Percentages do not adequately reflect the human impact of the meaning of success in these projects. Let me give you a few examples of what they mean educationally for children:

In an inner city disadvantaged school, children whose tested mean IQ when they entered school was *80*, now have a tested mean IQ of *100.5*. Their academic profile now *does not differ* significantly from that of the *advantaged* suburban control group or from national norms. These achievements in learning have been maintained for almost three years.

Special education children, in another district, once isolated from their peers, have been returned to regular classes for part or all of the day. As a result special education students learn more and feel better about themselves. Regular classroom teachers, special education teachers and parents support the success of the program. Finally, the program once developed resulted in a *decrease* of ⅓ in the cost of educating these children. This project extended to other districts throughout the state could result in the savings of millions of education dollars.

Most projects are multi-dimensional, and address more than the improvement of the basic skills. For example, a humanities program has been able to document that creativity in children participating has been enhanced.

The stories of all the 74 active Title III projects are documented in the State's Office of Program Development.

Another important indicator of success is the *adoption* of the new practices by the district after Title III funding ceases. Under Title III, project funding is usually based on a three-year projection. An analysis of the 53 projects which have completed a full cycle since 1970 yields the following data:

The critical year for adoption by the project district appears to be the first year after federal funding ceases. All projects adopted at that time are being continued at the local level. *Have all projects succeeded?* The answer is no. Nine projects have been terminated prior to the completion of their planned development period, for failure to meet project objectives. Some projects, in the past, have been unable to document either the success or failure of their ideas.

WHAT LOCAL FACTORS AFFECT PROJECT SUCCESS OF FAILURE?

The complimentary but differentiated roles played by Federal, State and Local agencies account, in large part, for the success of development in New Jersey.

Development of an idea into a solution which significantly improves education is a complex process. It is naive to assume that the mere dispersion of money to individuals with ideas will result, with any consistency, in successful programs. Individuals do not exist or implement programs in a vacuum. Solutions, school districts and communities are complex. On the other hand, individuals, at the local district level have not had a history of systematically applying known research findings to the solution of their problems, nor a history of bringing about substantive change. This trend is in the process of being reversed as a result of involvement in Title III processes. The local educator is closest to the problems of education and should more adequately identify the need for change. Creativity in problem solving is plentiful at the local district level. Field testing new ideas in a local school setting also improves the chances for replication in other districts. We have evolved a process over the past few years which relies on federal, state ,and local cooperation aimed at maximizing success in Title III. What then is the Title III process that works?

This process is comprehensive in that it covers all phases of development and diffusion. It begins with the technical assistance provided by the State to people wanting to apply for Title III funding and ends with evaluation of programs adopted from Title III districts by non-Title III districts.

The process implemented by the State Development team, is an application of the systems approach to education change. It requires that problems be identified in measurable terms and that program objectives be stated in parallel terms. It requires that research related to the problem be analyzed, that alternative solutions be considered. It requires that the solution be presented in detail. including consideration of the impact of the solution on all people concerned. It requires a detailed evaluation design. It requires job expectation sheets, budget details, and contract specifications. Finally, it requires that the activities be presented visually in sequential order (through PERT), so that projects can be effectively monitored and carried out.

The process includes the development of a close working relationship between the project staff locally and the State Department of Education. A great deal of technical assistance is given to local educators as they develop and implement their plans. This partnership improves chances of local success as well as focusing on the broader objective of diffusion of solutions.

Monitoring of programs is continuous with each project visited by a project expeditor approximately five times a year. State Department staff do not conduct the on-site evaluations of Title III projects, but they arrange for the evaluations to be conducted by independent teams.

The U.S. Office plays a significant role in the process by setting standards for implementing the legislation and holding states accountable for their processes through a State Plan. In addition, the U.S. Office of Education has established a standard set of criteria for judging the success of projects. Finally, the U.S. Office of Education has the role of disseminating successful practices across state lines.

WHAT TOTAL FACTORS AFFECT PROJECT SUCCESS OR FAILURE?

Our experience has shown that a major factor in determining the success or failure of a project is the quality of the systematic comprehensive plan upon which it is based. The process outlined above aims at assuring the quality of that preliminary planning.

Our experience has also shown that systematic *continuous contact* with projects by the State Department during implementaion and high standards of accountability are essential if success is to be maximized. The development *cost* of the project is only moderately related to success. Sucessful projects in N.J. range from a low of $7500 to a high of $300,000. However, the cost of maintaining and adopting the new practices is directly related to the adoption rate.

The size, location or population served does not show a significant correlation. In N.J., small rural districts, inner city districts, as well as suburban districts have all produced nationally validated projects.

DATA CONCERNING THE ADOPTION AND DISSEMINATION OF TITLE III: THE PRODUCT AND THE PROCESS

Developing successful educational practices in the funded district is important. However, an even broader goal of Title III is the dissemination of successful practices.

HOW SUCCESSFUL HAS TITLE III BEEN IN SPREADING SUCCESSFUL PRACTICES?

We can document that practices developed under Title III have been adopted by *185 other districts* in the State. In addition, practices developed in New Jersey under Title III are currently being used in districts in *30 other States*, 250 districts in New Jersey have adopted practices developed under Title III in other States. These figures represent only those adoptions we have documented. It is our opinion that many more adoptions have taken place than we have been able to document.

What are the factors related to the spread of new practices in education?

Systematic dissemination of educational practices is relatively new. In the early years of ESEA Title III the prevailing assumption among educators seemed to be, "if a program works, other people will adopt it." Projects were encouraged to disseminate material almost as soon as they were funded. This was also true of programs developed by foundations and other federal and State agencies. The result was a huge quantity of descriptive materials and generalized claims of effectiveness. Education does not need more practices; it needs practices that work.

Before a systematic process for diffusion of successful ideas could be implemented, procedures had to be developed for documenting success or failure. Therefore, early emphasis in Title III was on evaluation.

When we learned how to evaluate program effectiveness, we discovered an error in a basic assumption. We had assumed programs which work would be adopted by others. What we found, in New Jersey anyway, was that unsuccessful projects were just as likely to be adopted. We also found that the cost of a practice, the materials available, the personnel needed to implement a procedure and many other variables were related to adoption rates of educational practices.

Two years ago New Jersey instituted a validation procedure. In order to be validated, a project had to have confirmed evidence that it made a significant difference in student learning. It had to have materials available that another district would need to adopt the program. Finally, it had to have reasonable documented adoption costs. Validated projects were endorsed by the New Jersey Commissioner of Education as "Programs That Work". Only projects meeting validation standards were funded for dissemination.

Other States and the U.S. Office of Education were also interested in validating projects as a basis for dissemination. We now have a National Validation procedure. This procedure establishes precise criteria for judging projects in terms of effectiveness, marketability, cost-effectiveness and innovativeness. In the future, potential consumers will know precisely what is meant when a project is a validated success.

We have learned that dissemination of valid programs does not happen automatically. If Title III has had a major flaw, it has been its failure until recently to apply a systems approach to dissemination.

In recent years several successful approaches to dissemination have been found. For example: The "producer-consumer" model is being used to disseminate nine Nationally Validated New Jersey projects. Under this model, producer districts receive funds for dissemination based on specific dissemination objectives. The staff of the producer district provide technical assistance, training and materials to other districts wanting to adopt the program.

Still other procedures are being tested for systematically disseminating projects that are successful.

Improved national dissemination of educational successes is needed. *National Validation will yield hundreds of validated projects.* States cannot assume the responsibility for systematically disseminating programs across State lines. Failure to effectively disseminate Nationally has in the past and will perpetuate in the future the dilemma and costlines of "reinvention of the wheel" in State after State.

SUMMARY

Title III is a program which can document its effectiveness. Title III has evolved a sophisticated effective process for systematically developing the new products and processes needed in education. Dissemination processes are approaching this level of development. It is on the threshold of reaching its full potential, with the investments of time, effort and money up to this date beginning to bring in a return to the National "educational" treasury.

In closing, I would like to make some recommendations to the committee concerning continuation of ESEA Title III legislation:

1. That the intent of the ESEA Title III be preserved and protected in any new legislation, namely, to improve education through development and dissemination of programs based on research which address common problems in education.
2. That the Federal, State and Local cooperative relationship be retained.
3. That legislation provide for additional funding for dissemination of Nationally Validated projects. Such funding might be in the form of a formula based on the developmental costs of the project.

NOTE.—Data utilized in this report was abstracted from an independent evaluation of Title III in New Jersey conducted by Education and Public Affairs, Washington, D.C.

STATEMENT BY ROBERT W. WARD, STATE EDUCATION DIRECTOR, OFFICE OF PROGRAM DEVELOPMENT, NEW JERSEY STATE DEPARTMENT OF EDUCATION

In conclusion, we have presented our case for development: When you, the Congress, decide, we *hope that you agree* with us that Title III is an imperative.

We hope that you agree that education—a multi-billion dollar industry—must have development capability.

We hope that you agree that the New Jersey story of Title III has hard data which says that when you provide capability, money, and a systematic approach to change that includes in the process all the people and institutions to be affected by the change, you get positive results and that you have the evidence.

We hope that you agree that Title III has produced valid products that offer solutions that can be trusted. For the first time, education may have its own Pure Food and Drug Act.

We hope that you agree that Title III has demonstrated you can influence how the big money—the operation money—is spent.

For example: In our State, the development capability has been applied beyond Title III. Development assistance has been provided for: Bilingual Education; Title I programs (Dale Avenue Title III Project); and Environmental programs. The result has been that monies appropriated in these categories are better spent.

As you know, people are saying the millions for compensatory education have been wasted, that compensatory education does not work, and yet you know that thousands of children need programs that compensate for their disadvantaged state. It is, therefore, clear that there is nothing wrong with the compensatory education concept. What is wrong is that we need more programs that work—programs that have demonstrated a measurable result. Yes, programs that do what they say they will do. Programs that Title III can produce.

Finally, we hope you agree that with the limited money available to education, we just cannot continue to spend money on untested, poorly designed curriculum. We must have a Bell Labs and a Western Electric component in education if we are to meet our commitment of insuring that each individual will be provided the opportunity to achieve his full educational potential.

Yes, ladies and gentlemen, the Title III community of the nation stands ready to provide the evidence to show that planning and development is an educational imperative and that the Congress will continue the work it began in 1965, when in its wisdom, it passed the Elementary and Secondary School Act.

The question is not should we continue Title III. The question should be how many more development dollars are needed to insure the best use of the operational funds presently available. How do we get better results from the billions we are spending already? We think that we have made a case for development.

We hope you agree.

TITLE III PROJECTS AND MATERIALS DISSEMINATED TO SCHOOL DISTRICTS IN NEW JERSEY

"Central Iowa Math Project for Low Achievers"
Des Moines, Iowa
250 Programs in use.

"Perceptual Training Program for Kindergarten and First Grade Children"
South Euclid-Lyndhurst City Schools, Cleveland, Ohio
300 Programs in use.
"Dealing With Aggressive Behavior"
Lakewood Public Schools, Lakewood, Ohio
30 Middle Schools
20 Elementary Schools
"K to 8 Individualized Reading and Individualized Math Materials from Curriculum Change Through "Non-graded Individualization"
Snake River School District, Moreland, Idaho
250 copies of material
10 Presentations
10 Presentations Scheduled
Identified as 1 of 10 best in country.
"An Approach to Program Development for Handicapped Students" (Physical, mental and emotional)
Wayne Township School District
West Central Joint Services for Handicapped, Indianapolis, Indiana
Materials disseminated to 10 schools
"Sign Posts and Checks for Elementary Reading"
Western Educational Planning Center, Rapid City, South Dakota
Materials disseminated to 250 Schools
"Behavioral Objectives for Secretary Schools"
Carlisle Area School District, Carlisle, Pa.
EIC uses many of these materials in training
"Instructional Objectives Exchange"
University of California
In constant use
"Games For Learning Mathematics"
Brookmeade Elementary School, Nashville, Tenn.
(New) Materials distributed to 20 schools
"Bakerfield Guidance Counseling Program"
Kern High School District, Bakersfield, Calif.
Disseminated to school districts in New Jersey

Appendix 2

PERCEPTUAL TRAINING ACTIVITY KIT; UNION, NEW JERSEY

Adams Academy
Att: M. Lasker
15 N. Morningside Dr.
Westport, Conn. 06880

Administration Building
Att: Language & Speech Dept.
550 Millard
Saginaw, Mich. 48607

American Institute for Mental Studies Training School Unit
Education Dept.
Landis Avenue & Main Rd.
Vineland, N.J. 08360

Laura Jean Bailey, Supv.
Diagnostic & Remedial Ctrs.
City Center for Learning
Bldg. D., 850-34th St., South
St. Petersburg, Fla. 33712

Bellmawr Park School
Victor Drive
Bellmawr, N.J. 08030

Berrien County Intermediate School Dist.
Att: Special Education—CMH
711 St. Joseph Ave.
Berrien Springs, Mich. 49103

Berrien County Intermediate School Dist.
Att: IMPACT
711 St. Joseph Ave.
Berrien Springs, Mich. 49103

Berrien County Intermediate School Dist.
Att: Mr. Gary Carlson
711 St. Joseph Ave.
Berrien Springs, Mich. 49103

Board of Education
Curriculum & Instruction
Thomas St.
Cranford, N.J. 07016

Board of Education
6 West End Court
Long Branch, N.J. 07740

Board Office
Attn: Gladys Parin
Schindler Rd.
Clark, N.J.

Board of Public Education
Child Development & Guidance
1400 Washington St.
Wilmington, Delaware 19802

Miss Elizabeth Bossert
Special Services
Sparta High School
Sparta, N.J. 07871

Elaine Parsons Brault
18746 Carson Dr.
Homewood, Ill. 60430

Cherry Lane School
Cherry Lane & Roslyn Ave.
Carle Place, N.Y. 11514

Chikaming Elementary School
Route 1, Box 526
Sawyer, Mich. 49125

Child Neurology Program
Att: Horowitz, Inge W.
Education Consultant
109 Governor St.
Richmond, Va. 23219

Claremont School
Claremont Road
Ossining, N.Y. 10562

Consolidated School District #2
Ralph L. Martin, Asst. Supt.
10500 East 60th Terr.
Raytown, Mo. 64133

The Country School at Barnsboro
Att: Ellen H. Adey, Director
P.O. Box 8
Sewell, N.J. 08080

Crow Island School
Ann Johnson-Learnign Disabilities
1112 Willow Rd.
Winnetka, Ill. 60093

Mrs. Judith F. Crowell
Dir. of Spec. Ed.
Winnetka Public Schools
1155 Oak St.
Winnetka, Ill. 60093

David Brearley Regional High School
Att: Mr. David L. Carl
Monroe Ave.
Kenilworth, N.J. 07033

David W. Harlan School
36th and Jefferson Sts.
Wilmington, Delaware 19802

Roberta A. Delaney
Perception Teacher
35 West End Ave.
Summit, N.J.

De La Warr School District
Chase Ave.
Garfield Park
New Castle, Delaware 19720

Developmental Disabilities Center, Inc.
Harbor School
P.O. Box 1900
Winter Park, Fla. 32789

Eastside School
Att: A. Turner
315 N. 14th St.
Niles, Mich. 49120

Edgerton Community Elementary School
Att: Gene Brotzman
100 Elm High Drive
Edgerton, Wis. 53534

The Education Center
P.O. Box 9624
Jackson, Miss. 39206

Education House
Att: Mr. James P. Jones
5 Homeside Lane
White Plains, N.Y. 10605

Effective Learning Center
727 Salem Rd.
Union, N.J. 07083

ESEA TITLE I
Att: Peg Gentry
615 Jones St.

Grand Ledge, Mich. 48837
Mrs. Edith Eshlemen, Dir. of Phy.
Administration Bldg.
Lansdowne Ave. and School Lane
Upper Darby, Pa. 19084

Evergreen School
Special Services
Evergreen Ave.
Plainfield, N.J. 07060

Forest Hills Public Schools
Att: Mrs. Zbikowski
5900 Ada Drive, S.E.
Grand Rapids, Mich. 49506
Jan Fortenbacher

Curriculum Resource Consultant
Kalamazoo Valley Intermediate School
P.O. Box 2025, 508 E. Dutton St.
Kalamazoo, Mich. 49003

Mrs. Tom Fowler
Platte Valley Academy
Shelton, Nebraska 68876

Margaret A. Frank
1980 Willow Ave.
Merrick, N.Y. 11566

The Franklin Building
3rd and Franklin
St. Charles, Mo. 63301

Grand Street School
Att: Miss Linda Gray
Grand St.
Westbury, N.Y. 11590

Mr. Thomas E. Gray—Asst. to Supt.
Bethel Park School District
301 Church Rd.
Bethel Park, Pa. 15102

H. Guy Child School
655 East 5500 South
Ogden, Utah 84403

Mrs. Gloria Harper—Psychologist
Elem. School District 78
1327 North Eagle St.
Naperville, Ill. 60540

Appendix 2—Continued

Mrs. Vernetta G. Harvey
Reading Program Manager
District One
School District of Phila.

Alain Locke School
46th and Haverford Ave.
Philadelphia, Pa. 19139

Helen Morgan School
Sparta, N.J. 07871

Henrico School Board—Taylor
201 E. Nine Mile Rd.
Highland Springs, Va. 23075

Mrs. Bruce Henschel
1935 Southwood Dr. No. 7
Durham, N.C. 27707

Hillcrest School
1810 Macopin Rd.
R.D. No. 1
Newfoundland, N.J. 07435

Horace Mann School
c/o Mr. Hugh J. Langan, Principal
Broadway and 38th St.
Bayonne, N.J. 07002

Hubbard Woods School
1110 Chatfield Rd.
Winnetka, Ill. 60093

Mr. Robert Janus
Capitol Heights Center
2nd Floor, 6037 Central Ave.
Capitol Heights, Md. 20027

Jordan Resource Center
Jordan School District
Handicapped-Generalist
433 East Center St.
Midvale, Ut. 84047

Mrs. Anna Kamp
101 Prospect Ave.
Hackensack, N.J. 07601

Mrs. Norman E. King
1726 S. Sycamore St.
Petersburg, Va. 23803

Mr. Dean Koulouris
Dept. of Special Services
133 West Maple Ave.
Boundbrook, N.J. 08805

Lansing School District
432 N. Larch St.
Lansing, Mich. 48912

Medical College of Va.
Mrs. Vera Castle, C & E Clinic
Box 152
Richmond, Va. 23219

Merrill Community Schools
Att: Mrs. Mildred Clark
Merrill, Mich. 48637

Mott Children's Health Center
Business
806 W. Sixth Ave.
Flint, Mich. 48503

Mountainside Public Schools
Dept. of Special Services
Deerfield Middle School
Central Ave.
Mountainside, N.J. 07092

Dr. Patricia Murray
Special Services
Kinnelon Public Schools
Kinnelon, N.J. 07405

Elaine Neisui
Head Teacher E.M.H. Dept.
Spec. Ed. District of Lake County
4440 Grand Ave.
Gurner, Ill. 60031

O.P.S.—Muir School
Plainfield Ave.
Scotch Plains, N.J. 07076

Orange East Supervisory Union
Box 323 Att: Mrs. Dorothy Dooley
Bradford, Vt. 05033

Mrs. Harriet Peachey
3676 Alcott St.
San Diego, Calif. 92106

Penn Beach School
Mr. T. A. Hartman, Prin.
Attn: Reuter
Kansas Road & Salem Dr.
Pennsville, N.J. 08070

Pennsauken Public Schools
Att: W. F. Barbiers, Asst. Supt.
Administrative Offices, Hylton Rd.
Pennsauken, N.J. 08110

Marcia Peterson
3302 Morningside St.
Ames, Iowa 50010

Primary Consultants
91 Moore Ave.
Kitchener, Ontario, Canada

Joy Riske
Elem. Resource Library
1620 Logan Ave.
Cheyenne, Wyo. 82001

Robert Gordon Annex
Locust St.
Special Service
Roselle Park, N.J. 07204

Dolores H. Robertson
64 Oakland Place
Summit, N.J. 07901

Roswell Independent Schools
Central Receiving
508 W. College
Roswell, New Mexico 88201

School City Administration Center
Att: Miss Piety
5935 Hohman Ave.
Hammond, Ind. 46320

Appendix 2—Continued

Shatswell School
Mrs. Betsy Bowman
Green St.
Ipswich, Mass. 01938

Sicomac School
Att: Mr. Richard Weisiger, Prin.
356 Sicomac Ave.
Wyckoff, N.J. 07481

Mrs. Robert Skolz
25 Culebra Ave.
Toms River, N.J. 08753

Judith L. Smith
Special Education Counselor
Pupil Appraisal Center
Harlandale Independent School Dist.
902 March Ave.
San Antonio, Tex. 78214

Special Education
51 Eyland Ave.
Succasunna, N.J. 07876

Sycamore School
961 Sycamore Ave.
New Shrewsbury, N.J. 07724

Wayne Board of Education
Att: Dr. George Peatick
Dir. of Spec. Services
50 Nellis Dr.
Wayne, N.J. 07470

Mr. Harold Bell
LDTC
Lincoln School
Smith Ave.
Fair Lawn, N.J. 07410

Board of Education
Special Services Division
500 North Broad St.
Elizabeth, N.J. 07207

Emma C. Attales School
Irelan Ave.
Absecon City, N.J. 08201

Folsom Elementary School—CST
R.D. #6, Folsom
Hammonton, N.J. 08037

Glen School
Att: LDTC
865 E. Glen Ave.
Ridgewood, N.J. 07450

Gotham Avenue School
Mrs. Claire Miller
Gotham Ave.
Elmont, L.I., N.Y. 11003

Hackensack Public Schools
316 State St., Att: Frances Richard
Hackensack, N.J. 07601

Hawes School
Att: Learning Disabilities
531 Stevens Ave.
Ridgewood, N.J. 07451

Dorothy E. Henry—Consultant
Spec. Ed. Instructional Materials Ctr.
18 Church St.
Newton, N.J. 07860

Highland School
809 Fourth Ave. North
Billings, Montana 59101

Jefferson School No. 1
Att: P. M. Impaired
Van Houten Ave. at Broadway
Passaic, N.J. 07055

John Paulding School
154 N. Broadway
Tarrytown, N.Y. 10591

Leverett Elementary School
Att: Mrs. Margaret Stephan, Principal
West Cleveland
Fayetteville, Ark. 72701

Marion T. Bedwell School
Seney Drive
Bernardsville, N.J. 07924

Memorial School
Liberty St.
Little Ferry, N.J. 07643

Mount Holly Township Public Schools
Mr. William F. Clark, Supt.
C/O Holbein School, Levis Drive
Mount Holly, N.J. 08060

Netta School
Att. Mr. John M. Sherry, Principal
Neeta Trail
Medford Lakes, N.J. 08055

Newark State College
Special Education Instructional Material Center, Morris Ave.
Union, N.J. 07083

Riverview School
Mr. George Deamer, Principal
St. Mary's Place
Denville, N.J. 07834

Round Lake Senior High School
800 N. High School Drive
Round Lake, Ill. 60073

Mr. Arnold Sackmary—Director
Dept. of Special Services
33 Church St.—1st Floor
Paterson, N.J. 07505

Stoneybrook School
Boonton Ave.
Kinnelon, N.J. 07405

Sunnymead School
Att: W. E. Schwalenberg
Sunnymead Road, R.D. 1
Somerville, N.J. 08876

Tappan Hill School
Corinne Bloomer
74 Union Ave.
Tarrytown, N.Y. 10591

Virginia Commonwealth University
Dept. of Occupational Therapy
326 N. Harrison St.
Richmond, Va. 23220

Appendix 2—Continued

Woodside School
Rivervale Rd.—Att: Sandra Wolf, LDTC
River Vale, N.J. 07675

Mrs. Rita G. Orgel, Director
Pupil Personnel Services
2074 Hewlett Ave.
Merrick. N.Y. 11566

Ames Community School District
Lincoln Building
120 So. Kellogg Ave.
Ames, Iowa 50010

Princeton Child Development Institute
Mr. David L. Homes, Director
P.O. Box 2013
Princeton, N.J. 08540

Board of Cooperative Educational Services
9 Maple St.
Liberty, N.Y. 12754

University Book Store
Hattiesburg, Miss. 39401

Oak Grove Center
1527 Lincoln Ave.
Panama City, Fla. 32401

Duchesne Elementary School
Att: Duchesne Elementary, Donnette Moon
Duchesne, Ut. 84021

Hyacinth Hill
P.S. 107 M
1680 Lexington Ave.
New York, N.Y. 10029

SUMMARY STATEMENTS

TARGET POPULATIONS AND STAFF MEMBERS
1972–73 TITLE III PROJECTS

Congressional district and Congressman	Target populations					Staff	
	Administrators	Teachers	Students	Parents	Advisory council	Paid by title III	Paid by LEA
1. J. E. Hunt	25	716	14,439	525	182	39	26
2. C. Sandman	37	346	11,289	5,442	145	32	38
3. J. Howard	2	427	9,117		45	49	47
4. F. Thompson	117	574	18,833	160	72	11	3
5. P. Frelinghuysen	3	412	14,652	340	73	39	41
6. E. Forsythe	27	100	16,851	215	143	28	20
7. W. Widnall	112	451	1,934	20	39	19	9
8. R. Roe	2	264	3,785	390	72	17	67
9. H. Helstoski	120	606	3,130	50	42	4	
10. P. Rodino	31	102	3,800	150	120	2	
11. J. Minish		144	3,482				
12. M. Rinaldo	7	160	8,250	285	31	14	7
13. J. Maraziti	21	238	4,996	672	41	13	44
14. D. Daniels	4	258	3,676	150	64	6	1
15. E. Patten	4	634	32,041		32	30	18
Total	512	5,432	150,275	8,399	1,101	301	321

Note: An additional 100,000 students will be surveyed by the project "Information System on Handicapped Children", Margate City. An additional 150,000 preschool children will be surveyed by "Project CHILD," Central Jersey, Ewing Township.

Mr. WARD. Apropo to the case for development, one of the major points I would like to make is that we spend less than 1 percent of a multibillion dollar budget nationally on development in education. I think this is important, in response to an earlier question, Mr. Chairman, that you raised in terms of "how do you improve title I?"

I think you improve title I by providing those products that reduce the gap between what we want for children and what we are getting for children.

In my judgment, no other industry would consider operating without a 6- to 10-percent investment in research and development. Few would argue that man's technological achievements in the past 25 years, that is, moon exploration, new fabrics, discoveries in the medical field, could not have been accomplished without a heavy R. & D. investment.

For example, Bell Telephone's operation would be obsolete without Bell Labs and Western Electric because they provide the products required to meet the increased demands for better services. Pushbutton phones, instant Telestar communications are just a few products produced by Bell Labs for the system.

I believe it is fair to say that title III is the Bell Labs for education, and like Bell Labs, title III is responsible for producing those products needed by the educational system, the products that will reduce this measurable gap between what the parents want for their children and what we are able to provide for the children.

Title III is often characterized as innovation and those special projects and grants that sound very exciting. Title III in New Jersey is much more than that. Before title III in New Jersey there was no division of research planning and evaluation. The State's major role was administering, adjudicating, seeing to the bus routes, seeing school buildings were built, seeing that teachers were certified.

Now, in the New Jersey State Department of Education and in other departments across this country, for the first time the departments have had the people with the skills, knowledge, time, and dollars to provide leadership in development.

Title III is the Federal commitment that demonstrated to the State, the importance of development. The State commitment is evidenced by providing five key positions in the division of research, planning and evaluation: assistant commissioner, director of research, director of planning, director of evaluation, and director of program development.

Title III provides the technical assistance and the management activities that are required to run demonstration programs. It provides the people that insure that the districts stay on target, that the activities are carried out, and that economy of operation is provided. A development network insures economy by seeing to it that the equipment is delivered and you are ready to go before you have all the people—so you are not paying people who do not have equipment to carry out the task.

Title III has made a dramatic difference in the State of New Jersey, just having these kinds of people in the Department of Education.

What else has happened in New Jersey that has been important as we worked out this partnership between the Federal Government, State government, and local districts—this is an interdependent partnership, each with an appropriate division of labor, each with an appropriate task. What else?

Because the Federal Government has demonstrated the importance of development in education, the State legislature, and the State Governor, have provided supplemental funds to title III in the State of New Jersey.

For example, I am now paid out of State funds as State director for program development. The assistant commissioner in charge of the division is paid out of State funds. The director of research, director of planning, are all paid out of State funds.

Let me identify, other supplementary funds that have been important, to development in New Jersey. The State legislature appropriated $400,000 in 1972, to support innovation by teachers and $400,000 for learning centers. Now we have teachers in our State that are innovators, we have teachers who are writers, and teachers that are consultants.

We established an intermediate unit (Educational Improvement Center) on a pilot basis to put this technical assistance, this development capability, in close proximity to schools in regions of the State. One of the problems with title II was that those school districts that had ancillary staffs were the ones that got the dollars. They were the ones with the time and knowledge to develop the programs. By putting a unit in close proximity to schools in one area of the States, all schools now have an equal opportunity to participate in development.

How has this pilot worked out? What has been the payoff? Whom have we convinced? Here again, State government has contributed a quarter of a million dollars to pick up the operation of that intermediate unit. Since then we have established one other unit which is in operation supported by title III; we have two more to install with the promissary note, that these will be picked up as part of the State's fiscal commitment to carry out the development task in education.

The following, though a bit technical, is in my judgment important. Why do we have all this capability? Why all this organizational structure? Let me go through the six items which you have before you in the testimony, because I think they are the critical element of development.

One, as I said, is to insure equal opportunity for each district to participate in development.

Second is to insure that research findings will be applied in all school districts and used in decisionmaking. There must be a system to retrieve the research that is on the shelves which must be applied to the problems that have been identified by the local school districts so we have better clues as to what will work and what will not work.

We need planning so that we have ongoing assessment. We could not even evaluate the first title III projects 5 years ago. We could not evaluate them because when our evaluators returned from their project visits, they said: "We cannot measure it. They have no specific objectives. They have not stated clearly what results they want to have as a basis for writing this."

So they sat down and said: "Let's write the objectives together. Let's put them down in measurable terms. Now we will determine how well you have done."

It is not possible to find title III projects without objectives in the State of New Jersey today. There is no project that is approved that does not have an evaluation system built in as part of the application.

Another indicator that we mean what we say is that programs fail and program moneys are cut off when they are not producing results, sometimes because a local project director says, "I am not producing."

In addition to insuring adequate program alternatives, to insuring evalution, we must diffuse successful programs. We do not even use the word "dissemination" any longer but talk about "how do you get programs that work" installed in places where similar needs exist?

That means in the beginning when they initiate the project, somebody has to say, "Did you analyze that market? Do you know who is going to use it?" This is now determined in the beginning. Later you will hear how we do it through a producer-consumer concept to get programs that work into the school districts that can use the programs.

These are not just claims. This diffusion plan is being implemented in the State of New Jersey. The department is staffed and organized. The intermediate units are there. The dollars have been committed to them. (Although I would be greatly concerned if we lost the fiscal support.)

Very quickly, let me hit on 8 or 10 kinds of results produced by title III in New Jersey.

Title III in New Jersey is one-third of the school districts in the State applying for development money. Despite the fact we turned down 90 percent of the applicants, one-third of the schools are applying. Schools that are still looking for alternatives, though we insist on a rigorous development process.

Title III is thousands of teachers being trained to implement new programs; 5,000 alone by one of the intermediate units.

Title III is 150,000 students in new programs.

Title III is new skills for professionals. It is better decisionmaking. It is new relationships with business and industry and with people that live in our communities.

It is assessment in education. It is determining what is important, through goal setting and assessment—it is determining what is the gap between what we want for children and what we are achieving, because it is only as we can determine that, does development know what it ought to be putting its dollars and energies on.

Title III is the application of research, yes it is the application of a new technology, much of which has been borrowed from other fields, and which promises to bring education into the twentieth century.

Title III is validation of development products. Later you will hear we have 12 products that have been nationally validated. That means you can diffuse that product. That means if another school uses it we are almost assured that they will get results.

So title III is consumer protection. Title III is accountability. It is results, and it is getting results.

In closing this portion of our testimony, I want to impress on the committee we can prove a 100-percent adoption rate of title III projects. This happened last year. We can show you the progress toward that 100 percent figure.

We can show it is an interdependent complete system. It cannot work if one element is in control and does not work without the other elements. For example, no one can better determine what it is that needs to be done for children than the people that live in the schools. But they need an instrument and they need a method to gather the data and present their goals in clear terms. They cannot provide the development money, however, because they are spending all their money just to run the schools.

So title III—in closing this part—is focusing on the results for children, not on the means; even though it is exciting to talk about team teaching and other innovations, title III focuses on what are the results in terms of the kids? I think that is the central question.

Now I would like to move on and introduce Dr. Jim Caulfield, who is assistant superintendent of schools in Union Township, who will talk about: What has title III meant to Union, what has it meant to the children in Union Township? Has it had impact on children in other places, because title III is, as you know, a demonstration program.

Dr. **Caulfield**. I speak to you from the trench. A school system typical of many school systems. A thumbnail sketch of our district would be: We are in the Greater Newark area, greater Metropolitan New York area. We have 53,000 population, 8,500 student population. Average family income is approximately $12,000–$14,000 a year. We spent $1,000 per child per year, this past fiscal year.

The system was totally integrated as of 1969. Fifty percent of our students go on to college. We have six K-through-5 schools and one central school for 6th grade; two junior highs and one senior high.

However, in the last 3 years, two of our budgets were voted down, so the people are very cost-conscious. We have to be very cost-conscious.

Ninety-three percent of our total budget goes for mandated costs, mandated by law. Seven percent therefore is really within the province of the board of education to spend. And of that 7 percent, they must give the highest priority to teacher salaries, to books, supplies, equipment, other kinds of maintenance costs, so that actually there are no fiscal resources for development. This is just a fact of life.

The regular district, the ordinary district, has all it can do to keep maintaining the status quo. Yet we do have very real problems, learning problems, in the school system. We have very real problems for which solutions have to be devloped, yet we have no dollars for it. And it has been through title III that we have been able to serve these needs.

We had three specific needs that were serviced by the kinds of products that you see here on my left.

The first one—in 1967 we realized that approximately 20 percent of any school population often suffer from perceptual problems, a minor learning problem that will interfere with the whole instructional process. We knew that this had been proven by research. We also knew that a solution had been developed on a clinical level in the United States but had never been installed through development in a school system.

We felt we had an obligation to our kindergarten and primary grade children to move this from the research and clinical stage into actual implementation. We addressed this problem to the State education department and were granted funds to develop this program and to install it.

Now you see before you here in the double kit a 500 card "activity bank" which came out of the 3-year program. This is a tested group of exercises which were applied in our district, and through being applied in our district we were able to increase the reading level of our youngsters.

In one pilot school, no child in the third grade having gone through this 3-year program needed any more remediation. We showed that the majority of the children in the project were brought upto grade level in reading. Children who were in the bottom 20 percent of the group when we brought them into kindergarten—children who were going to know a lot of failure—we were able to overcome this failure and help them to new success.

It was through title III resources we were able to develop this kind of activity. Not only that, but because we were able to package this in our own school system and deliver it throughout the United States, we now have it installed in 30 States in 134 different districts—

I am sure, in districts in your own constituency or certainly in your own State—at a minimal cost.

These kits—the minimal cost is $25; 5 cents an activity and prorated over the 100,000 children now possibly being exposed to it—this is absolutely minimal.

This has been through your efforts to supply the State with title III funds and, therefore, we have been able to deliver a product not only to our own children but to children in 134 districts in 30 States.

The second problem we addressed was the pollution problem. We did recognize New Jersey as the most densely populated State in the Nation. We are in the greater metropolitan area. We have acute ecological problems. We felt it absolutely necesary to build a kindergarten through grade 12 pollution program to teach the children what are some of the available resources and strategies to overcome these problems.

We addressed this problem to our State department, and again, through the quality of the application, we were granted the funds to develop a kindergarten through grade 12 program. Our own teachers working after school, working summers, our own staff, were able to develop a K–12 program. These packages were of sufficient quality to attract the attention of some major publishing houses. Not only did we want to provide this program for ourselves, but we wanted to control costs and disseminate it to the 17,000 districts in the United States. McGraw-Hill did take the option on this.

We built constraints into the contract which limit to $100 the average cost of this product. We also made it in such a fashion that none of the materials are consumed in use; thus it is available to 30 children on 1-week units, so that 36 different classrooms can use this material in a year. In a given year, 1,080 students can use this material, and therefore the cost again is less than 10 cents per child, and the materials can be used year in and year out.

We were able to control the quality and we were able to control the distribution and the cost of the product, and we found a vehicle to get it out to the public.

The third problem we addressed ourselves to, that we presently are developing, is in the area of visual literacy. We found children coming into school lacking concentration, lacking the span of attention necessary to make for effective learning.

We have now instituted a program called See, the Specific Education of the Eye, to address ourselves directly to the primary grade children to help them to focus through visual kinds of stimuli.

We are producing these materials in-house and disseminating them now to 3,500 children in a number of districts in New Jersey and the two neighboring States. This is a program in embryo, but it looks as though we have another successful vehicle which can be disseminated at minimal cost.

These were needs serviced through title III grants, all three of them. They were real problems. We could not have serviced them without this kind of funding. We had the need; we did not have the fiscal resources. These fiscal resources were sought and acquired through the State through title III.

We delivered the product, maintained the vehicles, and have disseminated the material beyond our own districts.

I think that sums up our position.

Mr. **Lehman** [presiding]. Thank you, Dr. Caulfield.

Two problems: One, as a school board member, we found occasionally in our own area in Dade County we were doing some development programs specifically in educational TV that were already available to us.

In order to make this kind of program more viable and more self-sustaining and with less duplication—when you develop test programs, how do you know there is not a program, for instance, already developed almost identical to this in Phoenix, Ariz., or Miami, Fla., or Detroit, Mich.?

On all these innovative programs, what do you do to prevent costly duplication and to protect this kind of title III program from being criticized by the enemies of this kind of thing, and what do you propose that this committee do in order to protect this?

Dr. CAULFIELD. I think you have already established the controls in the sense that through title III there is an ERIC data bank that we address ourselves to before we would enter any of these projects.

In other words, we would make research of these ERIC banks and of the State education department's available resources so there should not be duplication.

That is not to say that there should not be two or three pilots going on in the United States, so there can be a cross-check. I do not believe that you have to limit a project to 1 of the 17,000 districts.

Mr. LEHMAN. I know this bank is available, but is there any mandate that says you must check it out against the bank before you get started? Are there any ways in which several school districts would get the same problems and could pool resources and develop these things, and not in isolated pockets over the country but in conjunction with each other?

Mr. WARD. Let me ask Dr. Ogden, who is working with this.

Dr. OGDEN. I think this is a terribly important question. We handle it in New Jersey through the application process.

Mr. LEHMAN. It is not an in-State problem, it is a National problem.

Dr. OGDEN. We require that all projects be based on adequate search of what currently is going on. ERIC is very handy for that purpose. We also use other forms of search.

We use our own experience. This is where the State department plays a very active role. We also combine projects. When people come in with similar needs or ideas, we try hard to put them together, maybe funding one district that seems to have the best grip on the problem, building right from the beginning others into that area.

Obviously, the U.S. Office of Education has to play a role in this whole situation of avoiding duplication.

Mr. WARD. Part of our development system is providing capability at State level, working closely with the Federal, so that we have that kind of data. For instance, in the intermediate unit that I described earlier, there is a research information base that provides guidance to the local district as to what has been and has not been done.

We have adopted 80 programs that have been developed in other places in the country. We have not reinvented the wheel in New Jersey, because of the research and information base that we have.

Mr. LEHMAN. Let me ask you this, then. Would you have any objection if this committee would write some provision into the new title III provisions under possible new law that would give this kind of protection so that title III funds would not be duplicated throughout these programs; these programs would not be duplicated, but would protect title III money from the kind of criticism it is subjected to now.

That is what I would like to see. Not only would we get maybe Louisville, Ky., doing the kind of program you could use in Union, but Union doing the kind of program you could use in Houston, and I think we could spread the money better in this way.

Dr. OGDEN. We have a specific recommendation on how that might be done.

Mr. TOWELL. On page 7 you stated that the reading program—kindergarten, first, and second grade—was developed and the third year children in this program needed no more remedial attention.

Dr. CAULFIELD. In one of the pilot schools, as we traced the children through and got feedback on evaluation, we found by third grade, this population which had been in the bottom 10 percent of all the incoming kindergarten classes and were potential learning problems, through the activities and through the perceptual training teacher, they were not in any remedial program and that in fact their average reading level was on grade level, which would never have been predicted.

Mr. TOWELL. Is there continued follow-through so we can learn more about our system? Have you continued to follow that group?

Dr. CAULFIELD. We have a jacket on every one of the children we began with. There is an attrition rate because of moving and so on. We will reevaluate annually or every 2 years as they move through the schools. We found this is not washed out. I think that is what you are getting at.

Mr. TOWELL. That is what I am getting at, because I know in some programs we tend to see a startling jump in any given year or 6-months period of the program, and then there is a bad falloff. I am concerned that we put money into programs where somebody can come in before us and testify the program worked beautifully, and a year later we are back where we were.

Dr. CAULFIELD. There is no panacea. I think there are children who will have continuing learning problems. I think no program will bring 100 percent perfect results. We will still have to work with a number of these children right on through. Some will need remediation.

But we feel this is a viable kind of thing to put in the hands of classroom teachers who are desperate for something to use with those four or five children who are not responding to anything.

Mr. TOWELL. One other question, which I think comes up in other government activities. Obviously, Federal money is being spent in a program which you developed in some of the environmental fields that went on to be developed by a private company and sold. There are people in and out of government who would complain that Government research has gone to develop a private program. Do you have any feelings about that?

Dr. CAULFIELD. Dr. Ogden controlled the contract procedures. Maybe she would like to respond.

Dr. OGDEN. Under this agreement—and we understand it is one of the first under title III—the copyright for this material was not sold and is not held by McGraw-Hill. It is held by Union Township public schools.

McGraw-Hill is under a contractual arrangement to disseminate the materials which is slightly different than would be a normal publishing kind of agreement. It was determined, and we have complex procedures—this does not happen automatically—that to disseminate this project, the only cost-effective way of doing it, and we explored State printing and local printing, was to do it through a publisher.

So it was a determination of the commissioner of education in New Jersey, because it is a State planned program, to go that route.

The other materials developed in Union are being distributed through just regular printing channels and disseminated at cost. But the pollution one—if you have time later, you will see involves working models and all sorts of things that do not lend themselves to that kind of reproduction.

Mr. **Towell**. I am not against using a private organization to do it. I do think perhaps you have built in the leverage that the taxpayers should be concerned about.

Dr. **Ogden**. We also have built in a half-million dollars which McvGraw-Hill is estimating they are putting into marketing this product and providing staff across the country. So we feel their contribution has been much more than what we put into the development.

Mr. **Ward**. The royalties come back to the system and they use these funds to continue the development in terms of how you get environmentally literate citizens.

I am conscious of the fact others are waiting to testify. Should we move on with Dr. Ogden's statement?

Dr. **Ogden**. Let me introduce this by saying, "What do we mean by success? In title III we define success as a significant difference in the learning of children. It is fine to say; we printed the curriculum and so-many teachers showed up; but when it comes down to it, the question is "what impact does it have in the classroom?"

These statistics were taken from independent evaluations of title III in New Jersey, and the specific project statistics are based on independent evaluations of each and every one of these projects.

Everything does not succeed under title III. We found that approximately 63 percent of the projects last year have hard evidence that they are meeting all of their objectives; 29 percent are meeting some of them or they are meeting them to a degree but not what was projected.

Approximately 8 percent either have no evidence of meeting the objectives or there is evidence that shows they did not meet them. I might mention that over the past few years we have closed nine projects for failing to meet objectives.

Another important indicator of success—and it gets at some of the things you cannot measure by tests—is adoption reports, what happens after title III locally.

Our information indicates the following: Starting in 1970, the State took the program over in 1969, so 1970 was the first year we had a lot of projects terminating under Federal funds—71 percent were continued in some form. Of that, 42 percent were full continuations, 29 were partial. The same overall figure in 1971: however, as you can see from the graph, many more of the projects were continued in full.

Last year, in 1972, we had 100 percent adoption of terminating projects and they were all in full.

We think it is important not only to get the results but to try to figure out why you get the results, either the success or the failure. I think the State, Federal, and local cooperation in terms of planning is probably the biggest element in success.

We find that local districts are good at identifying real problems and coming up with good ideas. But in general, they do not have the development people. It would not be cost-effective for them to have the people that could do the research, to find out if there is duplication, to do evaluation designs, to identify programs and basic research that might impact or improve their solution.

Accountability all through the project is something else we found necessary. It is not enough to start off with a good project. We found that in that first year when somebody takes the paper product and translates it in the school, if you are not right there to help them to do the monitoring, to keep track, to build in the accountability, to feed back information, you get into trouble with a lot of projects, and this is another way of maximizing success.

We also found out the cost is important. Not the initial cost, not what it cost to develop the pollution kit initially; but "What does it cost to adopt that project after it is developed?" So from that we learned we do not start off by funding a project that is going to cost $1,000 additional per student to maintain. It does not make any difference if it is the most successful program in the world, no district is going to be able to afford to adopt such a program. So looking at a program early and asking, "Is this something that, if it is successful, can be adopted?" is important.

We also found that working with other title programs has been an important factor, and we have some cooperative agreements. I would like to mention a couple of specific projects. Union Township projects are not our only examples of successful ones.

I think an important one is a cooperative project we have with title I in an inner city district, where children for 3 years have been achieving at the national norm and on the same level as a white suburban district next door. Those achievements have been maintained for 3 years.

Title III provided the development capital, the evaluation, the accountability; title I provided additional staff, the aides, and the materials.

Another important project was one where special education children were isolated from their peers; this is a common problem throughout the United States. Their achievement record was not very good, either. As a result of the program that was implemented, their achievement is much higher. They are now back with their peers.

The classroom teachers who received these children are very enthusiastic about it. Parents are enthusiastic. And it did something else, it reduced the cost of educating those children by one-third in that district.

That one innovation alone, if it was spread over New Jersey, could result in savings of millions of dollars, or about what we spend on title III a year.

A final point, and probably the most important, what was behind the question before, it is not just enough to build the research in so you do not duplicate or "reinvent the wheel"; it is also getting the projects out. Title III is a demonstration project. It is important that it be successful in Union, N.J., or in Paterson, or in Newark. But the purpose of the act is to develop products that lots of people can use. So the whole area of dissemination has become more important. Certainly, national validation, and validation efforts that States have undertaken is a step in the right direction.

For the first time this year, we will know if California says, "I have a successful project," what they mean by that. Education does not need just mounds of more materials. What we need are some products which we can prove work.

We have also found that dissemination is not automatic. Originally, we assumed that if something worked, people would adopt it; we found that is not so. Our studies have shown that people are just as apt to adopt failures as they are to adopt successes, if the materials look flashy and if it is not too expensive.

So building in a State and National level of control of dissemination is as important as pushing dissemination. Some of the results that we have been able to document—and these are very minimum—185 districts in New Jersey have adopted projects that we have developed in our State; 250 districts in New Jersey have adopted title III projects from other States. Approximately 30 other States are using products that we have developed.

I think in the future we can do much better in the area of dissemination. Certainly, national validation is going to lead the way.

We now fund just local districts with validated projects to do dissemination, rather than giving every project 5 percent for dissemination to begin with. We pool the dissemination resources and give them to the projects that work, so they can provide the technical assistance, training, and the materials to other people that want to adopt the projects.

We also disseminate on a controlled basis the results of all our projects. We do it in one place and we do it as a State department report. We don't let the local district make the claims for the projects. We take the evidence, write it up, and distributed kind of a consumer report annually.

But most of the money goes into those programs, those programs that work. The ones we can document have a real impact on the kids. I think that is going to be the future of title III: it is not only getting products that work, but disseminating those that work.

Mr. WARD. What you have heard up to this point is the results of 7 years of concentrated effort on "How do you better meet the needs of the young people in our State?"

I have about two pages of concluding statements. I want to say we hope you agree that education, a multibillion-dollar industry, must have development capability.

We hope that you agree that the New Jersey story of title III has hard data which says that when you provide capability time, money, and a systematic approach to change that includes in the process all the people and institutions to be affected by the change, you get positive results and that you have the evidence.

We hope that you agree that title III has produced valid products that offer solutions that can be trusted. For the first time, education may have its own Pure Food and Drug Act.

We hope that you agree that title III has demonstrated you can influence how the big money, the operation money, is spent.

For example, in our State, the development capability has been applied beyond title III. Development assistance has been provided for: Bilingual education, title I programs (Dale Avenue title III project), environmental programs. The result has been that monies appropriated in these categories are better spent.

As you know, people are saying the millions for compensatory education have been wasted, that compensatory education does not work, and yet you know that thousands of children need programs that compensate for their disadvantaged state.

It is, therefore, clear that there is nothing wrong with the compensatory education concept. What is wrong is that we need more programs that work—programs that have demonstrated a measurable result. Yes, programs that do what they say they will do. Programs that title III can produce.

Finally, we hope you agree that with the limited money available to education, we just cannot continue to spend money on untested, poorly designed curriculum. We must have a Bell Labs and a Western Electric component in education if we are to meet our commitment of insuring that each individual will be provided the opportunity to achieve his full educational potential.

Yes, ladies and gentlemen, the title III community of the Nation stands ready to provide the evidence to show that planning and development is an educational imperative and hope that the Congress will continue the work it began in 1965 when in its wisdom it passed the Elementary and Secondary School Act.

The question in my judgment, is not: Should we continue title III? The question should be: How many more development dollars are needed to insure the best use of the operational funds presently available? How do we get better results from the billions we are spending already?

We think that we have made a case for development. We hope that you agree. Thank you very much.

Mr. Towell. One question, Dr. Ogden.

Perhaps it slipped by me. You mentioned in part of the program that you believe if one segment has been adopted you would be able to save perhaps millions of dollars throughout New Jersey. Did you use the word "if" it was adopted?

Dr. Ogden. It is in the process of being adopted. That particular district is working with many other districts now, and there is a great deal of interest to adopt that program, and we expect a snowballing effect.

There are special education offices using title VI funds also pushing this concept because of the results, and we do expect that in the next probably 5 years, that there will be a significant impact on all special education in New Jersey.

Mr. Towell. If you are going to spend money, I am concerned about the word "if" it is adopted. If it is a program that you people have studied and you can show that it is going to save money, I hope you have a little stronger clout to be able to get that program implemented.

Dr. Ogden. We are doing a lot in terms of letting people know about it and using the special education staff of the State department which is organized by county. Those people are enthusiastic, they are getting local districts interested.

Our districts are very autonomous. We don't have the situation where the State department can say, "Now you adopt this program." But all indications are that this is going to have major impact.

Mr. Ward. For example, Dorothy Soper has been working full time on: How do you market title III, how do you get these kinds of solutions into other places?

The kind of thing we are discovering is that you have to make almost an equal effort in the area of diffusion. You have to have a plan. You have to say specifically: These places need this kind of program, here are strategies of getting it there, and this is what it is going to cost to do it. How do you package the training, how do you package the materials, and how do you deliver?

Our concept is a producer-consumer idea in which we now move the visibility to the district. We put the light on them and we say, "Here are the resources," and those that have done it we pay to insure that these programs get installed in other districts.

This has become a major thrust of our development effort. We are beginning to say, right in the beginning, "What are the development costs, is it going to be economically feasible to do it, and how are we going to transport it?"

We are just beginning, but we are going to get successes in this area. This effort needs money, and this is one of our recommendations. Money should be made available to diffuse programs that work.

Mr. Towell. I am not complaining, but I want to stress the point. You, of course, are under pressure for dollar and economic reasons, and I have come under that pressure, the whole committee has, the Congress obviously is going to be.

When somebody talks about a program they feel is going to prove they can save dollars throughout the Nation, obviously millions of dollars, I want to know more about it and I want to make sure that everybody knows more about it. That was my only point.

Dr. Caulfield. What we are talking about is promoting, how do you promote? And you either promote through persuasion, by appearing at meetings—we buy space in magazines to promote these things. McGraw-Hill will send to every one of 17,000 districts a brochure on the pollution program materials.

And this is the second problem. If you prove that this is good, then you have to find a vehicle to disseminate it.

Dr. Ogden. I think in legislation this would be a very strong point, if an accountability measure could be built in that extra funding would be provided to disseminate programs that had been nationally validated—and I think the validation criteria should be extremely rigid. But when you get these kinds of products, you need money for OE to disseminate them across States and you need money for the State to make sure it really impacts there.

That would be a recommendation we would make, if there is one thing we could change in the legislation. It also would be incentive for States to develop more validated projects.

Mr. Towell. I would agree. Perhaps it is the politics coming out. I would hope we would have some kind of guidelines that when a program does not work we would eliminate that and move on to something that does work. I am not fighting——

Dr. Ogden. We do have guidelines.

Mr. Towell. I am not fighting education. In my opinion, it is the one hope for a lot of other problems we have in this country. But we have some problems with dollars, too.

Chairman Perkins. Do you feel that innovation under title III will suffer in the event the Congress approves the special revenue sharing program?

Mr. **Ward**. One of our problems is the lack of any real constituency for development in education, because we do not hire large numbers of people who will be out of jobs. We intend to take our case for the need for development wherever it needs to be taken in order to get the kinds of dollars that we need to improve education.

Chairman **Perkins**. Very little was done in this area before we enacted title III, am I correct?

Mr. **Ward**. It has given the State Department of Education a capability to carry out development activities in the State.

Chairman **Perkins**. Thank you very much.

Next is Dr. Russell Way, director of innovative programs, from Wisconsin.

Dr. Way.

STATEMENT OF DR. RUSSELL WAY, PROGRAM ADMINISTRATOR, INNOVATIVE PROGRAMS, AND STATE COORDINATOR, TITLE III, WISCONSIN DEPARTMENT OF PUBLIC INSTRUCTION; ACCOMPANIED BY GRANT GORDON, SCHOOL ADMINISTRATIVE SPECIALIST, MILWAUKEE PUBLIC SCHOOLS; AND CARL G. THOM, ADMINISTRATIVE SPECIALIST FOR CATEGORICALLY FUNDED PROGRAMS, MILWAUKEE PUBLIC SCHOOLS

Dr. **Way**. Mr. Chairman and members of the committee, I want to express my pleasure and appreciation to have this opportunity to testify on behalf of title III.

Chairman **Perkins**. Without objection, your prepared statement will be inserted in the record.

[The statement referred to follows:]

STATEMENT OF RUSSELL S. WAY, PROGRAM ADMINISTRATOR, INNOVATIVE PROGRAMS, WISCONSIN DEPARTMENT OF PUBLIC INSTRUCTION

Mr. Perkins and Members of the Subcommittee on Education: It is a privilege and honor to be invited to offer testimony before your Committee relative to the impact made by Title III of the Elementary and Secondary Education Act. I have been closely associated with the program since the early years of its conception and introduction, both as a practicing school district administrator and as a state program director. As a result, I am firmly convinced that it successfully meets a critical need in education—the practical application of the results of research in the improvement of educational programs for children and youth. This can be accomplished at the local level only through support of local effort. This, I believe, is the expressed intent of Title III, E.S.E.A. Further, this is the only legislation of which I am aware that has such a mission.

I do not appear before this Committee in the singular role of a state program officer with vested interest in the perpetuation of a favorite program but rather as a representative of the Wisconsin Department of Public Instruction, an emissary of the State Superintendent to voice and support the position of the state educational agency in its leadership capacity and on behalf of children who are the ultimate beneficiaries. If the need for educational renewal, a term we are hearing often these days, is to have any meaning whatsoever, the state must not only pronounce its advocacy but also be in a position to provide the necessary resources for its support. Mr. Chairman, Title III, E.S.E.A., provides the only funds available in Wisconsin for a renewal and developmental thrust to improve elementary and secondary education. In the words of Dr. Buchmiller, Deputy State Superintendent, whom you have invited to testify before your Committee on other occasions, and I quote, "Legislation enacted by Congress speaks to the need for the states to administer and provide alternatives which meet their unique needs."

As an aside comment to the preceding quote of Dr. Buchmiller, I am reminded that Congress found it necessary in 1968 to amend the original provisions of the 1965 Act as it pertains to Title III by transferring the responsibility of program administration from the federal government to the several states. This has proven to be a more effective means in providing evaluation and overall improved accountability of Title III as well as other educational programs.

However, now having reviewed the occasion of my appearance before this Committee, I return to the purpose of this paper in providing conclusive and supportive evidence that Title III, E.S.E.A., has:

1. supported a viable, productive partnership among federal, state, and local agencies for educational improvement;
2. introduced, developed, and supported a state-wide environment receptive to educational change through needs assessment, establishment of goals and evaluation strategies;
3. produced a strong, positive influence for the necessary educational change in developing and demonstrating realistic, creative approaches to the solution of problems in areas of critical need.

It may be useful to introduce background information to show what appropriations to Wisconsin under Title III have provided to the state to develop changes in educational programs. These summative data are shown in the following Table I for the 1969, 1970, 1971, and 1972 fiscal years.

TABLE I.—WISCONSIN DEPARTMENT OF PUBLIC INSTRUCTION, TITLE III, E.S.E.A., PROGRAM DATA

	Fiscal year—			
	1969	1970	1971	1972
Allocation, funds available	2,258,980	2,199,554	2,307,748	2,349,508
Total grants	2,258,907	[1] 2,333,340	[1] 2,323,698	2,328,386
Number of projects funded	24	41	75	65
Total grants, handicapped	[2] (356,261) 408,792	[2] (329,933) 400,056	[2] (346,162) 359,242	[2] (352,426) 284,818
Number of projects, handicapped	4	8	6	7
Total grants, guidance and counseling			[1] 284,324	261,964
Number of projects, guidance			44	30
Number of grantees (local educational agencies)	19	36	56	48

[1] Funds awarded include unexpended project balances, thus exceeding allocation.
[2] Indicate required 15 percent funds.

Table II reflects an analysis of the total population served over the four year period. It is important to note that if the total number of students served over this period of years were compared to the total student population during the final year, one out of every six children (16%) have directly participated in the program. Noting as well the number of teachers involved in the various projects with their resulting influence upon learning opportunities for children, it can be readily accepted that Title III has effectively reached into classrooms with teachers and children.

TABLE II.—WISCONSIN DEPARTMENT OF PUBLIC INSTRUCTION, TITLE III, ESEA—POPULATIONS SERVED 1968-72

	Numbers in population	Number served directly	Percent served
General:			
Student (K-12)	959,972	171,683	17+
Teachers (K-12)	51,835	25,060	48+
Handicapped:			
Students	[1] 55,825	7,133	12+
Teachers	(2)	4,436	(2)

[1] Dr. K. Blessing. director, Bureau for Exceptional Children, Division for Handicapped Services, indicates that approximately 56 percent of handicapped children in the State are being served.
[2] Not available.

During the four-year period under state plan operation, a total of 79 projects in Wisconsin were funded. Table III reports funding patterns both from the standpoint of numbers of local educational agencies receiving the grants and the types or type of project being funded. It should be noted that the Cooperative Educational Service Agency, established in 1965 by legislative mandate, is the intermediate agency in Wisconsin.

Under section B of Table III, the number in parenthesis in column 4 shows a total of 79 projects funded as planning grants, and followed by a three-year operational grant. Each is recognized as a separate project.

TABLE III.—WISCONSIN DEPARTMENT OF PUBLIC INSTRUCTION, TITLE III, ESEA—FUNDING PATTERN OF APPROVED PROJECTS

A. AGENCIES

	Total LEA's	Number receiving grant awards	Percent of LEA's
Local school districts	436	38	8
Cooperative educational service agencies	19	13	70

B. GRANT AWARD TYPES

Agencies (1)	Number having planning grants only (2)	Number having operational grants only (3)	Number having both planning and operational (4)	Total grants (5)
LEA	4	31	3 (6)	41
CESA	2	10	13 (26)	38

In early November, 1972, with the assistance of the Division for Planning Services and most especially, Dr. Fred Menz, Evaluation Specialist, a study was initiated to determine the impact of Title III, E.S.E.A., in the implementation of programs to effect educational change throughout the state. Two of the criteria used as indicators of such impact were 1) the number of projects continued at the local level after federal funds have been withdrawn and, 2) the degree to which projects have influenced the adaptation or adoption of similar programs or practices in other school districts. Only those projects which terminated as of June 30, 1972, and received at least one year Title III funds were included.

Table IV reports some of the significant data available at this time. A review of the separate items will provide acceptable evidence in support of the above identified criteria that Title III, E.S.E.A., has, in fact, influenced and made a difference in the extent and quality of educational opportunities available in the schools of Wisconsin. *It is especially significant to note that 75% of the funded projects are being continued by local school districts after expiration of Title III funding.* This is an important indicator of program success. Further, *all* of the school districts report that results of the project are still in evidence whether the total programs are being continued or not.

Most significant is the fact that 45% of the projects indicate evidence of their project having been institutionalized in other school districts.

TABLE IV.—WISCONSIN DEPARTMENT OF PUBLIC INSTRUCTION, TITLE III, ESEA—IMPACT STUDY—(ITEM RESPONSE)

Characteristic impacts of title III projects	Surveyed projects reporting affirmative (total=20) Number	Percent
Projects continued after ESEA funds terminated	15	75
Other educational agencies have adopted all or part of project	9	45
Products of project still used regularly in school	20	100
Central emphasis of project still evident in school:		
Somewhat evident	7	35
Very evident	13	65
Project produced a modification or alternative to existing program rather than a supplemental program	17	85
Project target group:		
Teacher behavior	10	50
Student behavior	8	40
Other	2	10
Project emphasis:		
Direct development of eduactional programs	3	15
Altering educational environment	10	50
Technology development and support	6	30

In a further effort to provide this Committee with sound and defensive evidence that Title III has been and would continue to be a highly effective vehicle to accomplish the three imperatives enumerated in the prefatory statement of this paper, namely, (1) to develop and demonstrate realistic, innovative solutions to critical educational problems, (2) to support a working partnership among federal, state and local educational agencies, and (3) to develop a climate for necessary change, the following instances are cited. While many positive examples can be identified and described, the length and nature of this report will allow only a limited sampling.

1. INDIVIDUALLY GUIDED EDUCATION

Early in 1967, the Department of Public Instruction, working closely with the University of Wisconsin, Madison, recognized the important research being done by the Research and Development Center for Cognitive Learning in their development of the multi-unit elementary school. This concept has proved to be one of the most promising designs for elementary school organization to have emerged from abundance of research being conducted throughout the nation.

Three projects were approved over a three-year period to demonstrate the effectiveness of the individually guided instruction and the staff retraining needed to accommodate this program.

A model for the dissemination and installation of the program was also developed which has been adopted throughout the nation. As a result of grants for developing individually guided instructional programs, the following results can be tabulated:

1. From an intial beginning with three project elementary school attendance sites, 213 elementary school have now been organized as multiunit schools in Wisconsin.
2. The annual growth rate is approximately 15–25 new Wisconsin elementary schools.
3. From Wisconsin the multiunit organizational pattern has spread to over 31 other states and 17 foreign countries.
4. Three state universities in Wisconsin as well as several in other states having programs for teacher preparation have revised the IGE–MUS–E concept.
5. All of the elementary schools in one of the original demonstration cities (Janesville) have been organized and are operating with this program.
6. The Institute for Development of Education Activities (I/D/E/A) of the Kettering Foundation has adopted the program and is acting as a national dissemination agent for its further development and installation.

One fact cannot be disputed. This program involved the cooperative effort of state and federal government through agencies such as USOE, the R and D Center, the State Educational Agency, state universities, and the local school districts, all of which dedicated their efforts to improve the educational programs for children. This I submit, is a continuing, absolute imperative if present and future challenges to education are to be met.

2. DRUG EDUCATION

In January, 1971, a three-year operational grant was approved to the Cooperative Educational Service Agency #8, Appleton, Wisconsin, involving six separate school districts in activities to develop improved instructonal programs in drug education. The funds required totaled $219,319.00. The goals of the project included (1) the development of timely curriculum materials, K–12, to provide meaningful experiences in drug education to children, (2) a staff development program to foster the necessary instructional skills and understandings and (3) a program of community adult education. After over two years the tangible outcomes include:

1. Fourteen sets of instructional strategies for teacher use in the social studies classes.
2. A handbook of organizational procedures were developed for use by community councils and is now in use by 149 individuals in working with adult groups.
3. Instruction of 1260 elementary students and 1050 secondary students in the 6 pilot communities.
4. A total of 1057 teachers having participated in workshops directed by the initial group of teachers trained.
5. A total of 263,000 adults were reached through a series of T.V. and radio programs.

3. EARLY CHILDHOOD EDUCATION

A unique program in early childhood education was developed and operated in northeastern Wisconsin which has very little contact with large urban centers and institutions of higher education. The program emphasized the need to provide an optimum learning environment for pre-school children. The approach was through the education of parents in neighborhood cluster groups and over four hundred families participated in 34 cluster groups of 10 to 15 parents in each cluster, involving six hundred pre-school age children.

The model developed is presently being used in approximately thirty-five urban centers in the state.

4. URBAN PROGRAMS

Milwaukee is the only city in the state which could be designated as a large metropolitan center. Over the past four years $1,405,711.00 has been allocated to this large urban center to demonstrate realistic and innovative approaches to the solution of problems in areas of critical need, such as problems of school age mothers, administrative decentralization and development of special instructional materials center for the handicapped.

As a result of the successful demonstration of programs for school-age mothers, the Board of School Directors, revised school policy dealing with continued education for school-age mothers and provided such students with special programs.

5. NEEDS ASSESSMENT AND EVALUATION

Up to this point, this report has been concerned with the presentation of conclusive evidence that impact has been made in schools throughout the state. However, another important component of Title III E.S.E.A., effort cannot be overlooked—the influence exerted in the improvement of the leadership role of the state educational agencies. As evidence, the following precise indicators illustrate the kind of leadership roles developed by the Wisconsin Department of Public Instruction:

1. Through the use of administrative funds through the mandate of federal requirements, a capability for program evaluation was introduced for the first time in this agency. It has now grown into a planning, research and evaluation division with specialists available to the Department.

2. Title III has conducted the first state-wide needs assessment and is giving financial support to the development of state-wide goals and the measurement of related objectives to determine the discrepancy between stated goals and the existing situation.

In summary, I have attempted to illustrate that Title III, E.S.E.A., has been a major force in developing a climate of educational change in Wisconsin, other states and even countries outside the boundaries of the U.S.A. I am convinced that Title III, E.S.E.A., has met and can continue to successfully and fully meet the legislative intent of Congress. Recognizing that the need still exists, it is indeed difficult to accept the possibility that a program which has proven successful may be abandoned when the financial crisis in financing elementary and secondary education in most states precludes the states being able to provide the necessary resources to continue the program.

Dr. WAY. Thank you. I would like to downgrade the rhetoric and get right to the specifics, and not try to bore you with reading a paper but rather highlight it.

I would like to present Grant Gordon, a member of our State advisory committee and an administrative officer from Milwaukee public schools, and C[illegible] Thom, from the City of Milwaukee, our largest metropolitan area.

Let me say in preface to the few things I have to say that first, I do not appear as a State program officer concerned with perpetuating a favorite program, but rather I appear on behalf of the department of public instruction for the State of Wisconsin as an emissary of the superintendent, in support primarily of his position in wanting to improve the educational program for kids in the State of Wisconsin.

Also, I suspect I might say that my particular purpose is to appear, of course, for the nearly 1 million kids that are presently in school.

Let me then quickly pass to my paper. I would like to just highlight, if I might, by saying that title III, first of all, does serve in the State of Wisconsin the purpose of educational renewal. We are hearing a lot about this.

It seems to me that any State educational agency in order to serve in a leadership capacity must not only make pronouncements of its advocacy of renewal in education, but must have the resources that are necessary to actually do the job.

Might I suggest that in the State of Wisconsin the only resources that are presently available for educational renewal are title III funds, and I would suspect, too, that this is the case in many, many States. These are the only dollars that are presently available. It seems to me with the crunch that we have presently to lower tax rates, which is important, that we are going to minimize the number of dollars that are presently available if, in fact, title III does not continue to make this kind of an impact in the States that are so dependent.

Let me suggest that what I would like to do in behalf of testimony on the part of title III is to suggest that there are actually three components of the premise that I should like to support:

First of all, I would like to present the proof positive that title III has, in fact, promoted a Federal, State, and local relationship to improve education that has not existed before, and that is now present and is operative.

Second, let me suggest that it has developed a statewide climate for educational change, and I am sure that we have the kinds of facts and information that can back up that statement.

Most importantly, I would suggest that it has successfully demonstrated realistic kinds of approaches to the solving of critical problems in education. And by saying this, as I shall point out later, it has not been an add-on cost but rather a redistribution of the kind of dollars presently available to make a more realistic advance as far as improvement of learning is concerned, and at the same time not increase costs to taxpayers.

In the paper you have in front of you, we thought it was important, first of all, to suggest what the resources are that title III has made available. You will see that in the 4 years that we have indicated, that generally our allotment for title III in Wisconsin has been approximately a little over $2 million.

Might I suggest that $2 million for this type of activity is a rather meager sum in relationship to total dollars being spent in education.

You will also note from the charts of the $2 million that have been available, these have been plowed back into the local educational agency in the State of Wisconsin in total.

I hope you will recognize that in some of the years there is an indication of more money available for title III activities in renewal of education than was our allotment. That is due to the fact there are carryover balances, and that will explain any discrepancy that might have been there.

I think we might ask the question: What has been the impact? There has been, over the 4 years that we have had administrative control over funds in Wisconsin, an involvement of 171,683 kids and 25,060 teachers have been affected in title III operations in the State of Wisconsin.

If I could take just a little liberty and total all of these kids in reference to 1 year's pupil population in the elementary and secondary schools in Wisconsin, we could say one out of six kids in the State are being affected by title III activities, and 12 percent of the handicapped children because of the 15 percent requirement for handicapped instruction. There are 55,000 of these kids having some type of handicap. Thirty-eight school districts, large, small, as well as the metropolitan area of the city of Milwaukee, or 8 percent, have been affected.

We have, in Wisconsin, what we call an intermediate agency, the Cooperative Educational Service Agency, which is mandated by law. Nineteen of them act as intermediate agencies that produce shared services that would otherwise not be available in local school districts. Seventy percent of those intermediate agencies have now resources and are working with local school districts to enhance and improve the education of kids.

Presently we are also conducting a study to determine more precisely what the impact of title III has been on education generally. We have only included those projects, some 26 of them, that have involved in at least 1 year of funding by State-administered funds in title III and which have terminated by way of funding as of June 30, 1972.

To date, we have returns from 20 of those, and our chart 4 would recognize some of the returns that presently we can supply you.

I think it is important, as was pointed out by New Jersey, that 15 out of the 20 (20 projects that have terminated title III funding) are still continuing in the State of Wisconsin, which I think is a valid criterion relative to the success and the impact that title III has been making.

Nine of the projects, or 45 percent of them, have indicated that either there has been partial or total adoption in other areas of the State. I will point this up later, relative to some specific programs.

Of the projects 100 percent—the 20 returns we have out of 26—have indicated without question that even if the project cannot be recognized as the kind of program that was being supported, there is evidence in that local school district that title III has made a difference. And I think that is very important; 100 percent of them have said this.

We were puzzled just a bit as to how in a paper we best could precisely give you other hard evidence as to achievement in these types of things. So rather than try to compile this in a table that would be rather complex, our decision was that perhaps we might take specific areas of critical need and show what has happened by way of specific kinds of projects that are approaching those critical needs in Wisconsin.

First, let me highlight a couple of those by suggesting that, first of all, we have had pressure for the individualization of instruction around for a long time and, I guess, depending upon whom you are talking to, some would ask what precisely you mean by "individualized" instruction.

We are suggesting that when we are talking about individually guided education in Wisconsin, we are talking about the diagnosis of need and the prescription of programs that can be evaluated in meeting the individual needs of kids. This is what we are talking about when we talk about individualized education.

In this instance back in 1967, in working with the University of Wisconsin R. & D. center, we found their research was doing an admirable job of coming up with some kinds of promising program designs, both organizational and instructional, that would improve individually guided education.

This effort in research was being funded by the Federal Government through the R. & D. center, so precisely what we had in the first instance was in fact Federal dollars at the State level being employed to do some research in needed areas. The State came in as a working partner and translated that into program design that could be adopted and installed within school systems.

We invested $1 million over a 3-year period in two projects: One that involved three separate elementary school districts or buildings, and one that had a statewide center for the retraining of teachers in a differentiated role in order to be better equipped to meet the needs of individualized instruction.

The results at this time are phenomenal and we are pleased to report that from a meager beginning in 1967 of three school centers, attendance centers, in Wisconsin, we now have 213 that are organized around the multiunit IGE components, 213 of them.

We are finding that as a result of the installation and diffusion of this kind of program, that schools, elementary schools in Wisconsin, are adopting at the rate of from 50 to 75 per year. With about 1,700 elementary attendance centers in Wisconsin, we think in 3 or 4 years this will cease to be an innovative program, but will be the traditional, the accepted kind of program that will be current in Wisconsin.

Not only that, but there are 31 other States in this Nation that are using in one or more elementary schools this type of organization. And it has spread to 17 foreign countries.

So I just cannot give to you any better hard evidence of what has happened in a title III program, with the impact of just a little bit of money, upon not only numbers of kids but upon other States and other nations. We think it is a very promising kind of program.

We could, if we had had the time, bring to you the evidence of what is happening in the IGE schools. For example, in Jamesville, Wis., where we had our first pilot school, all of their 11 or 12 elementary attendance centers are now organized around the IGE program, and their most recent study, which I have along, would indicate that those schools are showing a significant improvement in the achievement of kids in all areas, with the exception of spelling, where there has not been any regression; a significant improvement in the attitude of teachers, and it has been generally at lower cost of approximately from $50 to $100 per student less by way of instructional costs.

We bring you those kinds of figures as a result of that specific kind of program.

I listened with a great deal of interest in hearing the testimony from New Jersey, and I think I heard them say that title III was a moving force relative to the State educational agency. I think, too, Wisconsin needs to respond to that kind of a premise by suggesting that presently we do have in the State of Wisconsin, department of public instruction, a new division called planning evaluation research, that is the direct offspring of title III activities.

Might I suggest to you that when title III came into being back in 1966, the first capability of specialized personnel for program evaluation appeared for the first time in the DPI as a result of title III program activities and evaluation, and from that has grown to analysts and to researchers and to this type of thing that has really produced a capability that helps to determine accountability in program design, not only in the department as a State agency but out in the field as well.

We are suggesting also by way of statewide climate that for the first time we have in Wisconsin established statewide goals as a part of an assessment program. Might I also indicate that the State legislature did legislate the need and mandated an assessment program. But they forgot to include a fiscal note along with it, so there was a mandate without dollars. Title III is supporting that kind of effort.

And this July we will be measuring the achievement of kids relative to objectives that have been developed in the areas of mathematics and in reading. So we are determining in a very precise way what are the critical needs that we need to put our dollars in.

So often we hear that title III just does not have a change to show any viable kinds of impact upon the large metropolitan area. I am just going to rehearse one fact, and that is that in the city of Milwaukee, which I believe is the 11th largest in the Nation and the only large metropolitan area we have in the State of Wisconsin, which is largely a rural State, the board of education or the board of school directors through one project for unwed mothers has been so effective that they have changed their policy and now have established throughout the City of Milwaukee three attendance areas for unwed mothers by way of continuing education. That does not happen very often, but I think it is real proof.

I think Grant and Carl can respond to that, and I would like to have them do so.

Mr. Gordon. I would like to say, as a member of the advisory council and also as an employee of the Milwaukee Public School System, that I would want to reinforce some of the things Mr. Way has said, confining it to this local level.

In 1968 we were funded in a project called A System Approach to the Problems of a Large City School System. This included 13 public schools, about four parochial schools and private schools, who worked together to build in a process by which parent involvement could be used to improve the educational achievement of students in that area, in a cluster area which ranged from kindergarten to grade 12.

As a result of this 3-year program costing about $818,000, the whole City of Milwaukee was able to improvise a structure for the inclusion of parents in the decisionmaking process. This was done through school community committees which were established under the leadership of the principal and which were used to get across to the community the needs expressed by the parents; the teachers, staff, and students were considered in bringing about change. So the impact in this case was to change the structure to provide for parent involvement in all areas of the school's operation.

Dr. Way has referred already to the program dealing with continuing education to unwed mothers. This is quite true, that the school system changed their policy completely, having had very little provision for pregnant girls, to having three options which the student could exercise. One was the commitment to the continuing education of mothers in a removed setting, which provided comprehensive care, social, health, and educational services.

Under the Special Education Instruction Materials Center, which was completed in March of 1972, this program was designed to provide the latest in a wide variety of materials for teachers and administrators in the field of special education so that they could select more wisely the trends toward individually guided education. Individual instruction or open classrooms are often misused because of lack of knowledge, lack of availability of materials.

This program provided easy access for those materials to all persons who were interested. Workshops were held and the program has been quite successful, and we are sure that this will continue after the proposal has terminated.

The environmental education project under section 306 of title III is administered directly out of the Office of Education. Although it is only halfway through its second year of operation, this project is serving over 20,000 pupils and 1,600 teachers, and has already made a significant impact on educational practice with respect to the awareness of environmental problems.

It has been cited by the Office of Education as an outstanding example of environmental education in an urban area. Of particular interest is this mini-grant feature in which proposals developed by the pupils in individual schools are supported by a portion of the total funding.

I submit this brief report to show only some of the examples of the impact title III ESEA has had on the city of Milwaukee. In reference to meeting the educational needs in the metropolitan area, I need not say to you that much remains to be accomplished.

However, without specific categorical support provided by title III, that which has been accomplished would never have been possible.

Chairman **Perkins**. Do you want to add anything further to the statement?

Mr. **Way**. I think our statement with respect to Milwaukee Public Schools has just been read by Mr. Gordon. In the interest of saving time, I would defer to question and answer periods.

Chairman **Perkins**. Thank you very much.

Mr. **Towell**. Mr. Gordon, perhaps this does not fall in this program, but I see we have a program for continued education of pregnant students, young girls who are pregnant. Does that apply to mothers who have had children?

Mr. **Gordon**. If they are of school age, it includes them. During the first year of the program, due to lack of space, lack of funding, I think the program was confined to grades 10, 11, and 12; as the Milwaukee Public Schools have taken over the program, it is intended to serve all pregnant girls.

Mr. **Towell**. In Milwaukee does the school system have sex education?

Mr. **Gordon**. Yes, sir.

Mr. **Towell**. In what grades does that start?

Mr. **Gordon**. K through 12. I think the major emphasis is in the junior high and senior high levels.

Chairman **Perkins**. Let me ask you one question which you can just summarize, Mr. Way.

What in your judgment will happen to your title III programs in Wisconsin, assuming of course that this plan falls into the special revenue sharing program?

Dr. **Way**. I don't believe, presently, that I have seen any bill relative to revenue sharing, but I would like to suggest that the position of the department of course has been on record several times. Our State superintendent is very much in favor of it and is adamant about receiving bloc grants through revenue sharing.

But he also says that, hopefully, there have to be some categorical aspects of the revenue sharing, one of which should be innovation, in order to assure that this kind of effort will be continued.

Chairman **Perkins**. But let's just assume that the States have the full authority to use the money which you are presently utilizing for title III. What then is your opinion of what will happen to title III?

Dr. **Way**. If you are asking for my opinion, if there are no safeguards, no categorical requirements, then I suspect that the title III effort is going to be minimized, if not disappearing.

Chairman **Perkins**. I think you will find that so.

Thank you, gentlemen.

Our next witness is Mr. Edward Strack, Coordinator of Innovative Education Planning, New York, accompanied by Mr. Arthur Sullivan and Mr. Oliver Ramsay.

Mr. Strack, proceed in any manner you wish.

STATEMENT OF EDWARD STRACK, COORDINATOR OF INNOVATIVE EDUCATION PLANNING, NEW YORK STATE, ACCOMPANIED BY ARTHUR D. SULLIVAN, PROJECT DIRECTOR, TITLE III ESEA; AND OLIVER RAMSAY, CHAIRMAN, NEW YORK STATE ADVISORY COUNCIL, TITLE III, ESEA

Mr. **Strack**. We would like to show this morning the interrelationship and interdependency of the State Education Department, the community, represented by our State Advisory Council chairman, and local school districts represented by Mr. Arthur Sullivan, a project director.

I would like at this time to introduce to you Mr. Oliver Ramsay, chairman of our State Advisory Council.

Mr. **Ramsay**. Good morning, distinguished members of the committee.

I would like to say, on behalf of the New York State Advisory Council, that we concur with the remarks that were made earlier by Mrs. Dorothy Robinson of the President's National Advisory Council. We also concur with the statements made by the representative from New Jersey, Mr. Bob Ward, in his initial statements about the Bell Lab, and his after-statements about the importance of the continuing of title III programs.

That, in capsule form, in view of the time constraints we have, I hope will serve as enough evidence of our concern.

I would like to, if I may, tell you how important our State advisory council is, as mandated by law and as mandated by the conscience of members of the committee.

We are a broad-based advisory council of 17 members. We have representatives from the parochial schools, the chief school officer from the City of Buffalo, a representative from the Spanish population of the inner city, a director from the performing arts from the State of New York, two college professors, a representative from the inner city of Albany, a representative from the private sector, a teacher, two high school students—we also have representation from handicapped education, a district superintendent, a supervising principal and an elementary school principal and a chairman from a local school board.

It has been a rewarding experience, because New York State's community is varied, and coming together as advisory council members we have found and learned that our own individual problems are not unique, that the concerns of the people from the north country, are as important to them and have become important to us.

I think with this type of interaction we have attempted to fulfill our role as an advisory council. For example, since we really began to function in 1969, all the projects that we have recommended to the State commissioner for approval—we can only give advice—all of them have been accepted.

With that final statement, I would like to ask Ed Strack, who is our coordinator for the title III program, to make his presentation.

Mr. **Strack**. Although you have the written testimony in front of you, I will try to briefly hit some of the highlights of it.

Chairman **Perkins**. Without objection, your prepared statement will be inserted in the record.

[The statement referred to follows:]

STATEMENT OF EDWARD STRACK, COORDINATOR OF INNOVATIVE EDUCATION PLANNING, NEW YORK STATE

ESEA TITLE III AND PLANNING IN THE ADMINISTRATION OF TITLE III IN NEW YORK STATE

The purpose of this statement is to indicate how a portion of the funds available for the administration of Title III is used for the purposes of comprehensive planning in Elementary, Secondary and Continuing Education within the New York State Education Department.

When ESEA Title III was passed, its implementation within the New York State Education Department was assigned to the Center on Innovation which at that time was an office that reported directly to the Commissioner of Education and was outside of the main operating units responsible for Elementary, Secondary and Continuing Education. During the first three years of Title III, the emphasis was on the generation of locally designed projects and the focus of administrative effort was on assisting individual local school districts in the development of projects and in reviewing and monitoring such projects.

During the third year of the program, the staff, the State Advisory Council, the Board of Regents, as well as groups of individuals throughout the country, all came to somewhat similar conclusions about the program. They noted that while there were many good and exciting individual projects, these projects were having limited impact on other school districts. Furthermore, when one looked at the issues that were then proving so critical in education—student unrest, teacher negotiations, fiscal crisis, decline in public confidence in public schools, drugs, continued failure to solve the problems of educational disadvantagement, and the like—there was little indication that ESEA III was having any major impact on these issues. Few Title III projects even dealt with these matters.

The projects tended to be more "supplemental" with the implication that the central concerns of education were somehow already being adequately dealt with. Moreover, most of the projects were "add-ons" bringing about change by adding something to the existing arrangements rather than by bringing about a change in the way that the existing system operated. What seemed to be happening was that the system was being changed in limited ways by accretion but not changed in any fundamentals.

These observations and conclusions led to a determination that a change in strategy in the administration of Title III was required. The effort had to be shifted:

From a focus on add-ons to one which dealt with the fundamental issues of education;

From a focus on supplementary programs to an emphasis on priority concerns of education;

From projects that required only limited commitment of the system to change to one that required changing all or large segments of the system; and

From projects that were generated by the few individuals with a single exciting idea to projects that were generated out of broadly based analysis of critical needs and the involvement of all those in the system affected by those needs.

It was further determined that the Education Department had been recommending changes to local school districts even though it was not itself undertaking fundamental changes. The Center on Innovation was a case in point. When the Commissioner wished to give increased emphasis to innovation, he did so, not by taking steps to increase the commitment of all members of the Department to change, but by establishing a separate office on innovation. This seemed to relieve others in the Department of the necessity of concerning themselves with the process of change and innovation.

These observations and conclusions had important implications for the Title III office. It was determined that if Title III was to change direction, it had to have more impact on the Department and that the Department itself had to become involved in the process of change. Therefore, the staff of the Center which had previously been largely field-oriented, was redirected in its assignments to work more within the Department. The mission of the Center came to be one of helping the Department to change so that it could more effectively support and implement changes in the field. To do this required two shifts:

1. The shift in the organizational placement of the Center from the Office of the Commissioner to the Office of the Deputy Commissioner for Elementary, Secondary and Continuing Education. This meant that now the Center was more directly in the "line" of operations in the Department.

2. The job descriptions of the staff and the skills required to carry out those jobs were shifted to focus upon helping others in the Department to become more effective in planning and implementing plans. The staff, therefore, took on more of a consultative and planning role than it had previously had.

The basic aim of this shift was to move in the direction of total Department involvement in the process of change, and, more particularly, total Department involvement in the identification of projects that would receive Title III support and in the monitoring and evaluation of such projects. Under the previous orientation, projects supported by Title III were referred to generally in the Department as "Title III projects" whatever their particular substantive content might be. Departmental units often took little interest in the projects and felt no responsibility for them. The aim now was to get projects identified as "reading projects" or "teacher education projects" supported by Title III rather than as Title III projects in "reading" or "teacher education."

There is another factor that had led to this shift. It was noted that the Title III proposal applications ranged over the full spectrum of concerns in education and that there was little in the practices or policies of the Department which would give guidance as to which, among several projects all excellent, should be given priority.

Moreover, as one looked at the Department as a whole, it became apparent that the several units of the Department were carrying on a wide variety of programs and activities, each of which in its own right might have been justified as outstanding, but there was little linkage among the programs with the result that the field had little sense of the central thrust of Department effort. There also tended to be considerable duplication and overlap in some respects and, as noted above, gaps in various critical areas. What seemed to be missing was any sort of mechanism for setting priorities within the Department and for focusing Department efforts on those priorities.

Thus, as part of the shift of focus in the administration of Title III and the shift in assignment of the Center on Innovation, there was a determination to seek to introduce into the Department a priority-setting mechanism, one which would not only result in Department and even statewide priorities, but one which would then serve to bring into focus Department resources and efforts on those priorities.

A first step was taken in 1969. A first set of some 19 priority concerns was adopted by the leadership of Elementary, Secondary and Continuing Education. The process by which these priority areas was adopted was a crude one, but it did for the first time get the leadership in the Department thinking in terms of priorities. It was recognized that 19 priorities were too many to focus on in an initial effort; so the Commissioner was asked to identify some small number from among that list that were of primary concern to him and could serve as a basis for focused effort. He selected three areas: Reading, Redesign, and Decentralization of New York City. For the past three years, these three priorities have continued to be the focus of Department efforts and there has come to be an increasing capacity of the Department to focus its resources on these priorities.

At the same time that there was increasing focus on the three priorities, an entire process for developing more comprehensive Departmentwide priorities and organizing work to support those priorities was developed in close collaboration with the Deputy Commissioner and other relevant offices in the Department. The result has been that there is a far clearer conception today of what the Department priorities are. This has now given Title III a focus for its project development. In the open round in 1972, projects were directed to the priorities identified in collaboration with the Department and the field. The Department units involved with each of the priority areas were given larger responsibilities for helping to develop, review, and monitor the Title III projects. The result has been that over 100 Department people have been involved with these phases of Title III during the past year.

In order to make all of this happen with the staff that it had been authorized to appoint in the early days of Title III, the Center on Innovation (now called the Center for Planning and Innovation), had first to focus on the change in its own operations. It utilized some Title III administrative money to employ management and planning consultants to help devise and implement its new strategy. These consultants were immensely helpful in giving the Center staff its new orientation and the skills to implement it.

It was early recognized that if the staff were to work internally and if the necessities of the administration of Title III as called for by the U.S. Office of Education were to be met, effective methods of managing within the office would have to be developed. One thing that was done was the sharper definition of the responsibilities of the respective members of the staff, and these responsibilities were put into written form in work plans that could serve both as guides to individual action and management tools for the Center management. Another thing that was done was to divide the Center staff into three work units with each staff member assigned primary responsibility in one of the three. The three units were:

1. The direct administration of Title III projects.
2. The development of planning within the Department.
3. The development of field planning that would be related to and supportive of the planning in the Department.

While each of these three areas had its primary responsibilities, the emphasis was always on linking the three so that Departmentwide planning would provide a framework for Title III projects. What was learned in Title III would be directly applied Departmentwide, and everything that was done in the Department would be operationally linked with the field. Practically, this coordination was accomplished by regular weekly meetings among the Assistant Commissioner and the three individuals responsible for each of the major work areas. In addition, staff members, while carrying major responsibilities in one of the three areas, were available for work in each of the other two. Thus there was never total separation in the three functions, but rather a continuing effort to be sure that they were all mutually supportive. The results of all of this effort have been:

1. The purposes of Title III to achieve significant innovations in education have been effectively implemented in New York State.
2. Title III has become a program not just of a single office within the Department, but a program that is Departmentwide and has the commitment of the key leadership of the Department.
3. Basic operating practices of the Education Department have been fundamentally changed as a result of the work of the Center for Planning and Innovation utilizing the Title III administrative funds. Today the Department:

Is more planning oriented;

Has a clearer sense of its own priorities;

Has improved management tools;

Has developed new working relationships with the field;

Has been building a stronger intermediate system as a link between the Department and the field;

Has developed a wider understanding of the processes of change among all the staff of the Department; and

Has developed a commitment to the fundamental proposition that change in education is both necessary and must come primarily as a result of the redirection of existing resources, rather than exclusively through the addition of new resources.

THE DEVELOPMENT OF A SYSTEMATIC PROCESS TO ENCOURAGE CREATIVE AND INNOVATIVE PROGRAMS IN LOCAL SCHOOL DISTRICTS IN NEW YORK STATE

In the Spring of 1971, the ESEA Title III funding situation was such that it became possible to stimulate new ideas for projects from among the 750 local school districts and 47 Boards of Cooperative Educational Services in the State. The Boards of Cooperative Educational Services (BOCES), are the intermediate units originally developed to provide local districts with services they needed but could not individually afford. Recent movements toward regionalism in New York State have encouraged BOCES to form consortia and collaborate and cooperate in broader geographic areas. Each regional configuration, called Regional Compacts has selected a lead BOCES, whose Executive Officer, District Superintendent, serves on an Advisory Committee to the SED. There are 13 Regional Compacts plus New York City which is considered a region.

An internal regional mechanism exists whereby each school district in the State relates to a Regional Compact and has a representative voice on the Advisory Council. It was through this structure that educational needs were assessed throughout the State, by regions, during the Spring of 1971. Twenty-eight areas of need were identified; all of which, of course, were not present in each region.

The results of this needs assessment were shared with every district in the State, following the announcement of the availability of funds. Five million dollars were available for this competitive round.

Past experience indicated that project proposals hastily developed and rapidly submitted often precluded effective planning and the involvement of others besides a project writer. Our intent was to seek out the best ideas and see these ideas through a process that would produce a fundable proposal. A year long plan was developed that began with the announcement of funds in September 1971, the sharing of the needs assessment data and the format for a Letter of Intent in October. Concurrent with these announcements, members of the State Advisory Council and specialists from SED were encouraged to stimulate local ideas. In December, 750 Letters of Intent were received, reviewed and responses relayed to the districts. Those that were encouraged were provided with the *Manual for Project Applicants*, a step-by-step guide for deevloping a Preliminary Proposal. In February, 260 Preliminary Proposals were submitted requesting 44 million dollars. An elaborate selection process involving members of the State Advisory Council, SED Specialists, experts outside of the SED, personnel of the U.S. Office of Education and members of the ESEA Title III staff selected 36 proposals for funding under Title III. Approximately half of the total number of proposals received were of high quality and if funds had been available, could have received support. To assist those fundable projects not selected, the SED sought alternative sources of funding and provided this information to the school districts.

Assistance was provided to the selected projects in developing a program model that assured systematic planning, management and evaluation. The model selected was the CIPP Model (Context, Input, Product and Process Evaluation) developed over six years with innovative projects. These programs are now operative and a comprehensive SED monitoring system is evolving based upon the needs of the projects determined by periodic work plan reviews.

Concurrent with these activities our State is collaborating in the ESEA Title III National Validation Program. This program is attempting to add quality control, through standardized procedures and instruments, in selecting outstanding and effective practices and /or projects. With this assurance of quality, school districts in our State may seek and receive ideas and assistance from programs developed in other States by districts with characteristics and needs similar to theirs. New York State has nominated six projects for validation.

There are currently 65 projects being funded in New York State from ESEA Title III. Forty-seven will be seeking continued funding in FY '74. (see attached fact sheet)

Plans are underway to initiate diagnostic-prescriptive and instructional support services for children with handicapping conditions with FY '73 monies. Once initiated, these programs too, will be seeking support in FY '74.

ESEA Title III has been effective in promoting educational change in local school districts and in the SED. Two-tenths of one percent of the total New York State educational expenditure has had a direct effect on 6.6 percent of the public school pupils and 4 percent of the non-public pupils in 186 local districts and BOCES. Since July 1969, 76 percent of the federally funded Title III projects have been continued with local funds and 219 school districts have replicated practices developed by Title III ESEA.

After six years' experience in attempting to promote educational change, we are arriving at systematic ways of achieving this elusive goal. To eliminate or limit funding at this point would negate the lessons of the recent past at a time when current efforts appear to be heading in a positive direction.

Further, it is essential that research and development plan for and seek new and better ways to allocate educational resources.

(Prepared by: Center for Planning and Innovation)

NEW YORK STATE ESEA TITLE III FACT SHEET

In the seven Federal Fiscal Years since the passage of the Elementary and Secondary Education Act, Title III has undertaken the development of innovative and creative solutions to assessed educational needs. During this period educational expenditures in New York State have totaled 29 billion dollars of which Title III has totaled 70.5 million or two-tenths of one percent of the total expenditure.

Federal fiscal years	Total education expenditures		Percentage of total educational expenditures
	New York State	ESEA title III	
July 1965–June 1972	$29,000,000,000	$70,500,000	0.2

Title III has funded regional projects including Regional Planning Offices which serve the entire State.

186 local districts and Boards of Cooperative Educational Services have participated in projects targeted on individual districts with 6.6% of public school pupils and 4% of non-public school pupils participating.

Federal fiscal years	Number of local school districts and/or BOCES participating	Percentage of New York State pupils participating	
		Public	Nonpublic
June 1965–June 1972	186	6.6	4

Title III successes may be measured when local school districts reallocate resources and support Title III initiated programs at the conclusion of the Federal funding cycle. Further value is indicated when other districts replicate, wholly or in part, effective practices. Since FY '70 under State administration, 66 of 87 projects or 76% have been continued by local districts from existing funds. During this same time period 219 other districts have adapted or adopted these effective practices.

In FY '72 a short-term Mini-Project Program stimulated creative solutions to local problems. 273 projects were funded, with over 40,000 public school and 3,000 non-public school participants. 170 of these projects have been continued by the local districts.

Time period	Projects initiated with title III funds	Projects continued with local funds	Percent continued	Number of districts replicating practices
July 1969-June 1972	87	66	76	219
July 1971-June 1972	273	170	62	

Plans are underway to initiate diagnostic-perscriptive and instructional support services for children with handicapping conditions with FY '73 funds.

New York State is nominating eight projects in the National Title III Validation Study. This new process will identify and validate effective programs and practices for national dissemination.

ESEA Title III has been effective in promoting educational change in New York State. Two-tenths of one percent of the total New York State educational expenditures has had a direct effect on 6.6% of the public school pupils, 4% of the States non-public pupils in 186 local school districts and BOCES. Since July 1969, 76% of federally funded Title III projects have been continued with local funds and 219 school districts have replicated practices developed by Title III, ESEA.

Mr. STRACK. During the first 3 years of title III, the emphasis was on locally designed and locally generated projects, and the focus in our education department was to assist these local projects reach their stated objectives.

Although we recognized there were many good and exciting individual programs, they had limited impact on many school districts. Furthermore, when we looked at the issues to which they were addressed, they did not seem to be hitting those critical in education at that time: student unrest, teacher negotiations, fiscal crisis, decline in public confidence in public schools, drugs, continued failure to solve the problems of educational disadvantagement, and the like. There was little indication that ESEA title III was having any major impact on these issues. Few title III projects even dealt with these matters.

The projects tended to be more supplemental with the implication that the central concerns of education were somehow already being adequately dealt with. Moreover, most of the projects were add-ons bringing about change by adding something to the existing arrangements rather than by bringing about a change in the way that the exciting system operated.

What seemed to be happening was that the system was being changed in limited ways by accretion but not changed in any fundamentals.

These observations and conclusions led to a determination that a change in strategy in the administration of title III was required. The effort had to be shifted from a focus of add-ons to one which dealt with the fundamental issues of education; from a focus on supplementary programs to an emphasis on priority concerns of education; from projects that required only limited commitments of the system to change to one that required changing all or large segments of the system; and from projects that were generated by the few individuals with a single exciting idea to projects that were generated out of broadly based analysis of critical needs and the involvement of all those in the system affected by those needs.

It was further determined that the education department had been recommending changes to local school districts even though it was not itself undertaking fundamental changes.

The center on innovation was a case in point. When the Commissioner wished to give increased emphasis to innovation, he did so, not by taking steps to increase the commitment of all members of the department to change, but by establishing a separate office on innovation. This seemed to relieve others in the department of the necessity of concerning themselves with the process of change and innovation.

These observations and conclusions had important implications for the title III office. It was determined that if title III was to change direction, it had to have more impact on the department and that the department itself had to become involved in the process of change.

Therefore, the staff of the center, which had previously been largely field-oriented, was redirected in its assignments to work more within the department. The mission of the center came to be one of helping the department to change so that it could more effectively support and implement changes in the field.

To do this required two shifts: the shift in the organizational placement of the center from the Office of the Commissioner to the Office of the Deputy Commissioner for Elementary, Secondary, and Continuing Education—this meant that now the center was more directly in the line of operations in the department; and the job descriptions of the staff and the skills required to carry out those jobs were shifted to focus upon helping others in the department to become more effective in planning and implementing plans. The staff. therefore, took on more of a consultative and planning role than it had previously had.

The basic aim of this shift was to move in the direction of total department involvement in the process of change, and more particularly, total department involvement in the identification of projects that would receive title III support and in the monitoring and evaluation of such projects.

As we look in the beginning we find title III proposals ranged over the full spectrum of concerns. We found out it was going to be necessary to find a way of determining priorities and setting these priorities in action through the education department in conjunction with those people in the field. What seemed to be missing was a mechanism to set priorities.

Because of the determination we sought to introduce into our department a priority-setting mechanism, one which would not only result in department, but also in statewide priorities; one which would serve to focus our department resources and also our efforts as we tried to overcome these priorities. This has been quite evident and quite clear in the latest round of our title III.

We also found that if we were going to work internally we also had the necessity of meeting the administrative constraints as set by the U.S. Office of Education; we had to find more effective ways of managing our title III endeavors.

We therefore broke our work into three areas: those that had direct responsibility for the administration of title III projects, also those that had the development of planning within our department, and also the development of field planning that would be related to and in support of the planning within our department.

It was an increased emphasis on tying these three together. We have learned now that our most effective way is actually management by objectives. We found that it is very helpful if everybody in our department has a work plan, at least a framework in which they are going to work. It gives us something that will operationally link us to the field. We encouraged comprehensive operational planning in all the schools in our State.

The results of these efforts have been the purpose of title III, to achieve significant innovations in education. The title III program has become a program not just of a single office within the department, but it has now become a departmental program with a commitment of key leadership in our department to innovation and to change.

Basic operating practices of our department have fundamentally changed as a result of the work of the unit in which I am involved.

Today our department is more clearly planning oriented, it has a clearer sense of its own priorities. It has improved management tools. It has been building a stronger intermediate system, a link between our department and the local schools.

In our State we have roughly 750 local districts and 47 boards of cooperative educational services, which is our intermediate link.

Our cooperative boards have linked together in consortia, into 13 regions in the State.

These regional configurations are now called regional compacts, and we have 13 plus 1 for New York City. Most local school districts in the State relate in some way to a regional compact. It is through this mechanism we ascertain educational needs.

In our last regional needs assessment, we found we had 28 basic areas of educational needs in our State. We therefore requested proposals in those 28 areas. Past experience indicated many projects in the past had been hastily developed, rapidly conceived and oftentimes were a figment of the imagination or creativity of a single project writer.

We therefore determined to change our ways. We were seeking the best educational ideas that would help our State move more rapidly toward educational change in the fulfillment of the goals we have for each child.

Based upon our needs assessment, we selected projects in these 28 areas. We stimulated the interest of the 750 local school districts and received 750 letters of intent. This broke down in the preliminary application stage to 260 preliminary applications requesting $44 million.

We had $5 million. This meant that it was extremely critical to have a very good project review system.

We based our review system upon the experience and the expertise of the people in our education department, upon the input from our State advisory council, and experts outside of the SED. Through this collaborative process we were able to fund 36 projects out of 260.

We felt there were about 150 programs that were fundable and were good ideas. We made a concerted effort to seek alternate sources of funding for these programs. Some have gained funding through private foundations and other agencies.

We learned that if sufficient time had not been allowed for planning, oftentimes you did not get the project to work with over the course of 3 years that would be desirable, so we set aside an entire year for planning.

Each of our new projects has measurable objectives; from the day they were initiated they have comprehensive evaluation designs. This is important, because one of the keys of title III is the evaluation and dissemination of effective practices. We are involved with other States in a collaborative effort called the national validation program, which New Jersey spoke of earlier. This is an attempt to add quality control.

Our State was apprehensive about moving into this program because the idea came about after we had completed work plans and budgets. It is an expensive process. In participating our State committed $25,000 of title III funds and over 100 man-days that are not paid for by title III. We are nominating six projects for national validation. Our hope is that once these projects are validated, and also the projects in other States, because of the quality control, when we have local school districts with assessed educational needs they can compare their educational characteristics to other programs who have similar characteristics and adopt or adapt those programs that are of proven quality. We are in favor of this.

Currently in our State we have 65 projects being funded by title III: 47 of these will come up for continuation after June 30. We are in hopes we will be able to assist them.

Chairman PERKINS. I would like for you to submit for the record the number of projects that will be eligible for renewal in all of the States. If we could get that specific information, I think it would be very helpful to the Congress.

Mr. STRACK. I could make that request to the President's National Advisory Council.

[Information to be supplied follows at end of hearing.]

Mr. STRACK. May I just quickly point out a couple of more things before I introduce Mr. Sullivan?

We are currently in the process of funding projects for the handicapped. We have gone through an elaborate needs assessment program in the various regions of the State.

In addition, New York State has a blue ribbon panel to investigate cost and quality in education, called the Fleischman Commission. The results of the Fleischman Commission, our needs assessment, and also input from our people in the department, indicate in our State we have roughly 200,000 handicapped children who are not being served.

We are now in the process of trying to initiate diagnostic-prescriptive centers and instructional support services that will help to meet these needs. We have done this in collaboration with our colleagues in title I and title II and title VI and also vocational education.

They have been receptive to what New York State has initiated with title III and we expect they will be supportive. Incidentally, again, these are other programs that will come up for continuation at the end of this fiscal year.

In closing, let me mention that the last sheet of the information I provided you with is a rather instructional fact sheet based on our experience in New York State. I would like to highlight three points:

1. In the 7 fiscal years since initiation of title III, New York State had total educational expenditures of $29 billion. ESEA title III during that time contributed $70 million. So we are talking about developmental and planning funds of two-tenths of 1 percent of a total educational budget. It is really not a lot of money to change and turn a large system around.

2. We worked with 186 districts, have been involved with 6.6 percent of our total pupil population in public schools and 4 percent in nonpublic schools. We have 3½ million students.

3. Currently we have a replication rate of about 76 percent and, in addition to those schools, 219 other school districts in our State have adapted or adopted programs that have been developed with title III.

I would like to introduce to you Arthur Sullivan, project director on Long Island in New York State.

Chairman PERKINS. We are pleased to have you here, Mr. Sullivan.

Mr. SULLIVAN. Thank you, Mr. Chairman.

I would now like to indicate a few things to you. My name is Arthur Sullivan. I am project director of an interracial interdistrict pupil exchange program funded under title III ESEA. I come from Suffolk County, Long Island, a suburban county, primarily middle class to upper middle class, primarily white area.

We service 18 independent public school districts, one of which is almost an exclusively black racially isolated school district, two of which are predominantly black, and most of which are almost exclusively white.

Throughout the history of education in this country, as you well know, it has been difficult to get cooperation between and among school districts, and our program, which is an innovative creative program, is really designed to do something to advance us toward the goal of equality of educational opportunities on a regional basis; that is, to bring about cooperation between and among independent school districts.

We have been successful in doing this to a large degree, I think, because we have had the cooperation of the State advisory council and the State education department.

Let me describe some of the things we have been able to do which we could not do were there not this innovative money which has been granted to us under title III.

We have brought students together in a criminal justice program. One of our criteria is we bring about a racial balance. But in addition, we used this criminal justice program as a dropout prevention program, as a career orientation program.

We have done this with a minimum of community resistance in a sensitive area. We have had the cooperation of the police department, probation officers, prisons, local law libraries. We have brought youngsters together.

The Coleman Report of the U.S. Civil Rights Commission indicated if we can bring youngsters together who are separated because of residential patterns—this is not a busing program, this is not a program where we mandate that students go from one district to another—it is a program in which we invite youngsters to participate in various educational opportunities which they otherwise would not have were it not for title III funds.

We are doing something significant, something unique, probably, in the whole country, and it could not be unless the Congress in its wisdom provided these title III funds years ago.

In my judgment, if we go to a revenue sharing formula and move away from categorical aid, it is highly unlikely, in a very competitive situation where there will be a scrambling, that the innovative programs such as the one I described will be funded.

We have used needs assessment across district lines to determine what the districts feel will most benefit an interracial, a multieconomic and social group of students.

The reason I would like to cite that for the record is to illustrate to you that we have been able to get the cooperation of local districts in this most critical area.

Mr. TOWELL. A brief question: I believe in the very beginning on this State Advisory Council you said there were students on it.

Mr. RAMSAY. Yes.

Mr. TOWELL. How are they chosen, elected? How do they arrive on the Council?

Mr. RAMSAY. We decided we should have representatives from two areas. We set up machinery through the State Education Department to go to organized student organizations, whether inner-city or in the rural areas, and to seek out candidates who would like to participate.

It was a process wherein they came and sat at our Advisory Council meetings. We said, "Come and see how we function and we see how you function, and together we will decide whether we will be suited for each other."

I wish we could have brought the two representatives down to demonstrate that there can be a marriage between the older heads and the younger heads in a cooperative way.

Mr. TOWELL. Out of these people coming to join, at this point, did you have 50 or 100 or 10? I don't understand how it got broken down to two.

Mr. STRACK. We have a variety of advisory councils. Our Commissioner has an advisory council made up of students. We offered opportunities to people on that council. We went to other organized groups. We had eight tentative candidates.

We invited these candidates to sit in at various meetings. From that we selected two. In a sense, they selected us more than we selected them. They indicated an interest. They had competencies, they had capabilities, and they had the time to serve with us.

As a result of that, our Commissioner extended invitations to join our group.

Mr. RAMSAY. I would like to add, David La Barge, a student, is from a high school where they have strictly academic type programs. When he heard about the open type of student selection of programs, and students playing a role in the administration of a high school, he went out and spread the word to other organizations so they could begin the development of a free choice system like on a college level, and there is a prototype in our State, so let's meet with this group and see how we, as a group, can begin to become change agents throughout the State.

Chairman PERKINS. I have to leave shortly to attend several other subcommittee meetings, but first I want to say you gentlemen have presented excellent testimony and I appreciate your coming here today. I wish we could have taken more time for each panel.

Before I leave, let me address a question or two to you, and then Mr. Quie will take over.

Mr. Strack, the gentleman from Long Island, made an observation of what he felt would happen to title III under the special revenue sharing program. What do you think will happen to title III and all these outstanding projects that have been enumerated by your panel if special revenue sharing becomes a reality?

Mr. STRACK. I would tend to feel that some programs might remain. I think by and large innovation in education would have to compete with so many other interests that we would tend to lose out. We do not have a broad-based constituency, as I think you know. I think we would lose out.

The unfortunate thing is, we have learned so much from the past, and to eliminate it at this point would negate the lessons of the past, and it seems to me if we fail to put money into research and development we are really going to support the status quo and we are not going to move ahead.

In New York State we would not continue to have innovative programs.

Mr. QUIE (presiding). I have heard the same thing from the people who want the equipment from NDEA title III. If you do not have a special program for them, all the money is going to go to title III of ESEA. I heard the same thing on title II of ESEA. They want to get the money. It will go to the innovators who have an inside track with the State Department of Education. You just like security. You don't like to compete with somebody else for what the State looks at as its priorities.

Mr. STRACK. I am not saying we would like security. I think it might be beneficial at this point. When you get to the point of releasing money to the States, there are a lot of demands. There are demands to increase employees' salaries.

Mr. QUIE. You cannot use that in special revenue sharing.

Mr. STRACK. I have read three or four different versions of special educational revenue sharing. I am not too sure.

Mr. QUIE. I introduced one in the last Congress. I don't remember anybody introducing a different version.

Mr. STRACK. Our newspapers carry different categories.

Mr. QUIE. If you get the information from the newspaper, it's like blind men feeling the elephant and describing what it is like.

Mr. STRACK. Absolutely.

Mr. RAMSAY. But when there is no structured method of providing the different methods of revenue sharing that are being offered, one must rely on newspapers, television. I would like to respond because I am not an employee of the State Education Department. I can be very frank about revenue sharing and the impact it will have.

I have not polled the Advisory Council, but what I have read from "the newspaper elephant-feeling" is that revenue sharing would rule out accountability. I believe in the Federal Government looking over the shoulder of the State and the right of the local people below, when they have grievances, to come to the Federal Government with these grievances.

As I understand revenue sharing as it is being proposed, this would rule out the aspect of accountability from the Federal Government down to the little person. For example, if you have a Governor who is perhaps at war with his education department——

Mr. QUIE. That comment surprises me, because 85 percent of the money now in title III goes to the States.

Mr. RAMSAY. To the State education. But under revenue sharing as I understand it, it goes to the Governor and then would go to the local school districts without coming down from the State education department. That is the version we have.

Mr. QUIE. Everything in the State goes through the State department of education, though I imagine a legislature could set up a separate department if they wanted to and could even put it in the Governor's office if they wanted to. Elementary and secondary education money would go to the State department of education.

Mr. Ramsay. What you are saying, the money is earmarked for revenue sharing, *x* number of dollars will go for education.

Mr. Quie. All of it will go for education.

Mr. Ramsay. Whose decision is it what programs will be funded and what will not?

Mr. Quie. Special revenue sharing is a misnomer, as I look at it, because it is not revenue sharing in the sense of general revenue. It comes closer to being block grants, but it is not block grants either. It is better defined as consolidation of programs. It would put into one program impact aid, into another program aid for the handicapped, in another vocational education, and another one would be supportive services. That is where title III would fall.

Title III would be competing with NDEA III money and ESEA II money, and I think NDEA V would be in there as well. I don't recall any of the others.

What it seems to me would happen, is you would be competing with those other groups. My feeling is that perhaps local schools and the State have a better idea of the mix of those programs that is necessary in their schools than we do in the Federal Government where we say there ought to be "so much" in title III ESEA and "so much" in title III NDEA and "so much" in title II ESEA.

Mr. Ramsay. And you move to categories, and you have basically a political situation.

Mr. Quie. Don't you think we have one?

Mr. Ramsay. No, sir, if we describe the grants by categories, as I said earlier.

Mr. Quie. The political situation is that you have to compete. I don't think there would be a partisan political situation. I heard the same thing in 1963. The Kennedy administration came up here and advocated we remove the categories of vocational education and just put out the money for any kind of vocational program that will lead to gainful employment.

I thought it was great, but you should have heard from the people who wanted their vested interests protected. We could not get the bill passed. Here, a Republican pushing for the Kennedy proposal and we could not get it passed.

That shows how influential the categories are so in 1968 we removed the categories. It was the healthiest thing for vocational education.

If vocational agriculture came into being, we would suffer. We ought to suffer in the District of Columbia where they had no earmarked money for agriculture. But totally, vocational agriculture made great strides when they had to compete. I thought it was good.

I don't think vocational education ought to compete yet with the other parts of education. I think they should have the categories within it, so the question then becomes, in special revenue sharing, can supportive services, just the ones we passed, compete with each other? I think that is the question before you. You are saying no, innovative education cannot compete.

Mr. Ramsay. 110 Livingston Street, New York City, where you have 31 school districts, PTA's, all types of organizations coming down to compete for programs where there is an inadequate amount of money. As they say, "The wheel that squeaks the most gets the grease." And title III's constituency needs the type of protection by the Federal Government to continue it because I think we are proving the value of what we have done with the small amount of money that we have received.

I would like to put a little humor in this, if I may. We can be creative and innovative, and I am suggesting that we establish relationships with North Vietnam because I understand there is going to be a lot of rebuilding there, so perhaps we can have a title III project from the State education department there, because I understand that is where the money is going to go.

I look at that and I think back to World War II in West Germany when we rebuilt West Germany, when the needs in America are so great, and I wonder, sir, when are we going to deal with the greatest commodity, the most precious thing, our children's minds? There is nothing else in the world as important as the mind.

Mr. QUIE. You don't think we are doing it now?

Mr. RAMSAY. No. Not in title III.

Mr. QUIE. That is interesting, because of all the money that is spent on education in the world, more than half of it is spent right here in this country on 6 percent of the world's population. We are not doing badly.

Mr. RAMSAY. How much of it is being done from the Bell Lab as suggested by Bob Ward? The inventive new procedures. Are we just supporting old procedures instead of designing new procedures, new ways of teaching our children?

Mr. QUIE. Here we are dealing with the National Institute of Education, which I think was a great step forward.

It takes a while to gear up research, but I have seen what the Federal Government has done to assist research. I think we should continue to provide assistance to a much greater extent than we have before. But that is not the question here.

It is the question of whether innovation can compete with projectors and encyclopedias. I think they can. We will never be able to find out because the Democratic-controlled Congress is not going to pass special revenue sharing; so we have an academic argument here.

I will lay you odds if you put all those together, innovation is going to pull ahead because it will go through the State departments of education. There are people in State departments of education, as well as some in the Federal Government and U.S. Office of Education, that are much more interested in innovation projects than they are in textbooks, in encyclopedias and projectors.

Now, I know that pressure that you are concerned about. The equipment salesman comes down to the schools and says, "We have some good equipment here; we want your order in and we want that money." The same way with the book salesmen. They will be in there.

I know that competition. But I think that competition now is harmful because the money is available in title III NDEA for that equipment. Nothing else. And you have to also match it, so that is money you cannot turn away. You have to take some money that you were going to use for an innovative project to buy that equipment.

There are some schools that bought so much equipment they did not need at all. They should be given a chance on an equal basis to put that money in, without matching, on innovative projects——

Mr. LEHMAN. I wanted to question one statement you made in regard to this country spending more than the rest of the world together on public education or all education. I don't question that, but I have seen figures that this country spends a much less proportion of its gross national product on public education than most of the industrial nations throughout the world.

I think you have to look at what we spend in relation to what we have got, instead of in relation to the other countries who have much less in the way of productive facilities.

The other thing, I found out, being on the school board, I think this kind of program needs protection because title III people do not have the vocal ability that teacher associations and employee groups have. They do not have the vocal ability to express their needs as parent groups.

What disturbs me is too many parents are more concerned with custodial care of their children than they are in moving education forward, and I think this is a great mistake and I think it is a kind of direction we cannot afford to take at this time.

Mr. QUIE. When you say that, I think that if I had stayed back there on the farm I would have put a greater percentage of my income into the education of my children than the Governor of New York has put into the education of his children.

Mr. STRACK. It is all relative.

Mr. QUIE. We are a wealthy country but we have had a growing percentage of our gross national product going into education. So I cannot say we have neglected it. In fact, we spend more for education in this country than we do for defense. It has not been long that we've been doing that, but we are doing it now. We have been making pretty good strides in education.

Mr. TOWELL. Mr. Chairman, my colleague on the committee seems to question the ability of the people speaking up for title III. As of this morning, I think you are about equal with the other people that have been in here during the past week or so. So I cannot find where they are falling behind before this committee.

Mr. QUIE. Let me ask another question. When the program started out in 1965, title III was 100 percent Federal money. Then some of us got in there and pushed for 75 percent State money, and then in the period of the extension of the act it went to 100 percent State money.

Subsequently, Congress amended it and made it 85 percent State and 15 Federal. Would you like to have the Federal Government help you on all 100 percent, or is it alright to let 85 percent of the money go to the State?

Mr. STRACK. I think our position has been that we would prefer to have that 15 percent returned to the States. We have learned to live with the OE-administered 15 percent. We have found that we have adopted those projects. Although they are funded by OE, we accept the responsibility for monitoring and evaluation, so in a sense it is a different funding agency; but nevertheless, we still assume the basic responsibility for the programs. So it has been a growing and a more compatible relationship over the past few years.

Mr. QUIE. I am in agreement with you. I would like to see 100 percent go to the State.

Mr. Ramsay. The present National Advisory Council has a resolution which was drawn up last year dealing with the 15 percent, and this resolution was passed and agreed upon by all of the chairmen of the National Advisory Council and with an agreement that the 15 percent should return to the States.

So if you need supported documentary information, Jerry Klumpke from PNAC would be only too happy to provide you with that information.

Mr. Quie. If that is the case, I guess I find it difficult to understand why you feel the States can adequately handle without Federal supervision the 100 percent.

Mr. Strack. I guess it is more than a competition for dollars. It is competition for ideas. In our relationship with the Office of Education, we have to insure that we are going to do certain things.

Our State I think might not necessarily carry through, for example, beyond the evaluation stage. We might not do the dissemination or the diffusion which is so important to the concept of title III.

I think by having the Office of Education help us in this manner we have a complete program, and I am not sure we would have a complete program—I think if the money was given to the State, we might pick out in any given year those portions of the programs that are best going to meet our needs that 1-year, rather than see what will happen in 5 years or how we can move education along generally.

Mr. Quie. Then you are asking for the oversight of the Office of Education that now comes from your 85 percent.

Mr. Strack. We would appreciate that.

Mr. Quie. I don't see why that would be so difficult to do. In fact, if you give OE half a chance, I think they will do it. They like to do that.

Mr. Ramsay. Would you clear up the question about the revenue-sharing? You stated earlier, as I understand it, that the monies would go to the State. Who in the State?

Mr. Quie. This has been involved with all kinds of legislation. What we have tended to do in legislation is put the Governor in. We did that in the Academic Facilities Act in 1963. Of late, we have run into difficulty and left it open saying "the State" as we did in higher education.

Mr. Ramsay. But "the State" is the Governor, am I correct?

Mr. Quie. The State is also the legislature. What it means is that it would go to the State department of education because the arm of the Governor or the arm of the State for elementary and secondary education is the State Department of Education.

I think you make a good point there. We ought to make certain there would not be any competing State agency running Federal programs, because I don't think there should be duplication.

Mr. Strack. You have to be careful that you do not put that money into the State so that it becomes another political football where you have the people competing against the Governor. We are having concern in our State over the accountability, over cost-effectiveness and over quality education.

It would seem to me that this would bring the educational people into the political arena where they don't belong.

Mr. Quie. The only ones I want separate from the State education agencies are the advisory committees. I would like to have them appointed by the governor, or nationally by the President, so we would get rid of a little incest.

But I agree. In administering the program, you don't want somebody else to have the action of administering the money.

Mr. Sullivan. It was indicated before that title III in a sense has been Bell Labs or R. & D. effort of public education. If a revenue sharing bill were to be passed and if title III were to cease as it now is funded, first of all, there has been a great effort over the past 7 years in building something up to a particular point, the point at which we are now. In addition, the materials have been purchased, office space has been leased, and in some cases buildings have been rented.

Were this to be abruptly terminated, or some of these projects which are currently accountable and which are being evaluated as to success—if they were to be abruptly terminated, there would be a tremendous waste of millions of dollars of taxpayers' money.

There were efforts in the first and second year which are being well managed and scientifically evaluated. Were these to be abruptly ended, this would represent a phenomenal waste of a public investment.

Mr. Quie. I think any time when you make any drastic changes in legislation you ought to have lead time. If Congress in its wisdom thinks we should change this, you ought to have lead time.

But in my understanding of how revenue sharing would be interpreted, you would continue in the State as you have in the past. If this was the case, you would not have a problem. But your point is certainly well taken. If as a result of this legislation you would have to change the way in which you administer that program, you certainly ought to have lead time.

Mr. Strack. Do you feel that innovation in education is as important as compensatory education or as vocational education or as handicapped; and if so, why isn't it set aside? It would seem to me that special education revenue sharing as I see it now pretty much supports the status quo. Is that what you want?

Mr. Quie. I don't think it does support the status quo. I have ideas on education legislation that will go far beyond special revenue sharing, but I don't think that innovation needs protection from everything. I think it is so important that if it does need protection from everything we ought to protect it.

Mr. Strack. Somewhere along the way you have to have a program that would cut across the lines and the artificial barriers that seem to exist between programs. If you can accept that there are these artificial barriers, why isn't it important to have an innovative program that will circumvent these special interests, to try to move education as a whole ahead?

Mr. Quie. I guess the question is really, Is innovation considered that important on the State level that it can compete, or is it not that important that it cannot compete?

I have some question as to whether we ought to hand title III money over the National Institute of Education. I know they feel down town that the innovative programs ought to be tied in with the administration of the ongoing programs rather than just with

R. & D. But I have some serious question about that. I think R. & D. would be more practical if it was tied in with the innovative programs.

Mr. STRACK. Actually, a lot of the R. & D. they talk about is on the college level. Title III is one of the first times you have had an opportunity to bridge that gap between research and practice and try to implement these things in the public schools.

Mr. QUIE. R. & D. could be more effectively conducted on a local level rather than in an isolated community. If you conduct R. & D. in an isolated community or in a higher education community, as a byproduct you are producing more researchers and I don't think that is what we are looking for here. We are looking for its effect on the children in the elementary and secondary schools.

Tell me, as your title III programs have moved along and since it is a 3-year program a number of them have terminated, have you a list of your best programs and a list of your worst ones?

Mr. STRACK. Yes, we have.

Mr. QUIE. Is there any red thread that runs through those best ones?

Mr. STRACK. I think we have learned the ones that seem to be best are very well managed. We have learned that it is important to have sufficient planning, management, and also evaluation.

When we talk about evaluation, I think here we have to have rather comprehensive evaluation designs from the word "go." We also learned that in many of the programs that seem to be effective, we have built in a good management system, they have changed objectives as local needs have changed.

For example, we had one program that was on the learning disabilities area. Their primary concern was to identify deficits in learning and then group within these deficits. The big payoff of this program was that it increased the reading and math courses. So we were able, because we had a good management system built in, to modify existing activities and to assist the program in moving toward what seemed a more compatible goal for this school district.

I think the emphasis here is that without appropriate management, without sufficient assistance and without a good evaluation program, we would be in trouble because then we wouldn't know if we are good or bad.

Mr. QUIE. By the same token, that would be the real thread that would run through the poorest ones, too.

Mr. STRACK. Very true. We have aborted programs, as a matter of fact. We don't like to abort programs because in a sense this shows failure all the way around, but if we are unable to assist local school districts, and the money is not well spent and we would rather place it in an area where there is more likelihood of a greater payoff.

Mr. QUIE. Is this information in your testimony about the ones you consider your best and the ones you consider your poorest ones and the reasons why?

Mr. STRACK. No, but I have brought these along with me—and we did not think to send these in advance—these are representative programs that seem to be promising.

Mr. QUIE. I think we'd better have that available to the committee rather than put it in.

Mr. STRACK. I would like to draw your attention to a program called educational redesign. We also found in our State effective programs were usually based upon a total commitment of people who were recipients of the services. So redesign in our State is a planned program of involvement, people actually sitting down and reviewing the goals of education in their communities; people involved in bringing the resources in the community to bear.

In one of our rural communities, 1,800 pupils over 144 square miles, we found that they now have alternative opportunities for their seniors. The school itself could not provide this. The community does it. Some pupils with individualized programs in their senior year are working, going to junior college and others doing independent study.

It is total community involvement. That is one of the threads you would find running through successful programs. If you do not involve the recipient of the services, they are less apt to accept them.

Mr. QUIE. When you talk about involvement, you are talking about the parents and the students?

Mr. STRACK. Yes, sir.

Mr. QUIE. When you talk about involvement of students, what about students in those early ages? Can you involve the children then in the goals, or is that mostly the parents?

How soon can you start involving the students?

Mr. STRACK. We have an interesting program in New York City in a bilingual district where we have third graders helping to plan their day with teachers in conjunction with their parents.

It is an innovative approach that seems to be most successful. It has the support of the parents and members of the community. I would say our experience shows us that many children, once they are able to attend school, can assist in some determination as to the services they are going to receive.

Mr. QUIE. The other thing: you have that group of some promising projects; do you have something similar on your worst ones?

Mr. STRACK. I don't have them with me.

Mr. QUIE. Could you send them down?

Mr. STRACK. Yes, sir.

Mr. QUIE. I think we could learn a lot.

Mr. STRACK. A question came up during the other testimony where they asked about research before funding programs. The failure of programs is important to this. We all have ERIC to go to, the national data bank. We have in our State a data bank for the collection, gathering, and retrieval of information. We enter into this bank information about all of our projects. When we find these projects are not promising, we have the reasons why they are not promising.

As people engage in research for title III programs, they use this data bank. We do not fund a program unless there is evidence of thorough research.

Mr. QUIE. What about evaluation? I have noticed if you let the people who are running the program evaluate their own program, they will all turn out good. How do you get independent critical evaluation?

Mr. STRACK. We have gone into a model called CIPP (context, input, process, and product). All of our new projects are involved in this model. We assist in process evaluation during onsite visits. The product evaluation is done by an independent evaluator. We encourage projects through work packages to evaluate their movement toward each objective, and assist them in this process by requiring periodic reviews at definite points throughout the year.

In art's projects, every 4 months we insist on a comprehensive review of their work plans to determine if they are moving in the right direction.

This model was developed with title III moneys back in 1966. It was tested on innovative programs. We have found it to be an effective planning management and evaluation model.

We are moving ahead in the new "handicapped" round, using the same model. We are not insisting that people adopt it per se, rather show they have sufficient planning, good management, and a comprehensive evaluation design.

Mr. QUIE. When you want to abort a program, who aborts it? The State?

Mr. STRACK. Yes, we have a provision built into our State plan, again in cooperation with our colleagues from OE. There have to be specific reasons. Our agency works closely with the district and try to help them overcome the deficits.

If it is impossible and it is thought best—if this is not the way to appropriately spend these funds—then we abort. It is a planned process. Fortunately, we have not had to use it too many times. We try to use the expertise in our Department and help that project overcome any deficiency it is experiencing.

Mr. QUIE. To what extent have you seen replication of successful projects?

Mr. STRACK. We have good data on this since the State has administered the program in 1969. Actually, I will be very specific, out of 87 programs that we have funded, 66 are now being continued with local funds, and that is about a 76-percent continuation rate.

We found 219 other districts have adopted in part or in whole those programs. I might mention two specifically. In New York City five large "umbrella" programs with 45 components affecting most of the districts in the city were continued by the State legislature at the end of title III support. In the first year the legislature appropriated $2 million.

We have worked with another relatively expensive program, in New York City, a multiple handicapped center. We funded this over 3 years for $1 million a year. New York City continued this program last year at a $900,000 level. The city had to reestablish their priorities, and they are now supporting that center.

The mayor recently appointed a commission on handicapped education. They are allotting another million dollars to replicate the multiple handicapped center in Brooklyn.

Many of our results have been positive; we are batting .750.

Mr. QUIE. How do you account for the fact, other than you are good, that your record is so much better than the record nationally?

Mr. STRACK. I don't know. I don't know what the record is nationally. I have read 64 to 65 percent.

Mr. QUIE. It is 64 to 65 percent continuation of projects.

Mr. STRACK. I don't have those figures at my fingertips.

Mr. QUIE. Some of them bemoan the fact there is so little replication.

Mr. STRACK. Few have recognized the need to measure process. Programs developed in a local school district, depend on the process to achieve the product. It is not always easy to replicate this process in another community, therefore not easy to achieve the same product.

Mr. **Quie.** Is the process more important than the product in replication?

Mr. **Strack.** It is not easy to replicate a product. You have to create a process that will make a receptive host for that product.

Mr. **Quie.** You talk about products. I guess it was different than I thought. I thought the product was the results, the achievement of the children.

Mr. **Strack.** That could be a product.

Mr. **Quie.** I was missing the product you were talking about.

Mr. **Strack.** I think that is part of the misconception of title III. Many people think pretest and posttest is the only way to evaluate progress. The new validation process has an instrument for measurement that has promise of being superior to anything we ever used.

We are learning to determine cost-effectiveness, what process to go through to effect behavior change and child output. We are learning, but I think it takes quite a while.

We have made a lot of errors, and I hope we have learned from our mistakes. It appears we are moving in a more positive direction.

Mr. **Ward.** I thought you were asking good hard questions.

I would like to ask Wisconsin and others who have testified on title III that have been working these last 7 years, how do you get product, to respond. I think a lot of responses to your questions are in the New Jersey testimony.

We presented a case study of the impact and the results of title III on our State. I think I would like to expound, first, generally, and then perhaps you would want to address some of your questions at New Jersey or perhaps at Wisconsin. In terms of development capability, as I had said in the initial testimony, I compared title III to the Bell Labs, that someone has to produce the products in education that Bell Labs and Western Electric produce for the telephone company.

In terms of putting development in a competitive arena, I think the evidence is clear that before title III, States were administering, they were adjudicating. They were not providing any development capabilities to the schools. Since title III and because money was specified for that purpose, we now have within the State time, new kinds of people, with new kinds of skills and knowledge that have been developing the process—products that will insure a result in the form of a validated project.

Local districts have not been able to provide the funds. We had testimony here that almost all of their funds are committed to just operating schools, paying teachers' salaries. I don't even think it is economically feasible for them to participate in the way that a State would participate in insuring the products that the school system needs to close the gap between what we are trying to get for kids and what we are getting.

Yet these is a division of labor. They have a very important responsibility. Local districts are the ones who can communicate to us what that gap is. We have to help them by providing the process by which they can accurately determine the programs that need to be developed.

Someone has to say, "In schools, these are the results we want for kids" in terms that can be measured so they can say they reached them or they did not reach them. Just as initially in title III we could not even evaluate the programs that were being developed: for example we sent evaluators out and they said: "We cannot evaluate them; they have not stated clearly what their objectives are."

Now we have a systematic process which utilizes the technologies that have been used in other fields to meet people's needs, needs for new medicines, to provide pushbutton phones and Telestars, and to improve communications services and produce the products that this society needs.

We are applying that same technology to education. When a project is initiated, there is a process that says, "State the problem and give us the indicators." There is a process that says, "Now you state the results you want in measurable terms; now you give us the indicators of what research you are using that gives you the clues that say this may be a better alternative because of this research."

In this process we build in the evaluation instruments and the methods by which are going to say: "This is how we know we achieved what we wanted to do." "We did not achieve it."

Then the project becomes operative. Then we have management schemes that deal with new roles, like expeditors, people who have learned to read PERT charts, people that can say: "Here are all the activities that are going to take place to get the results. Here is economy, because you do not hire the person until you have the equipment on board that they must use to carry out their task. Here is the technical assistance they need because they are in trouble."

Then come the onsite evaluators, people apart from the department, that move into the project and say: "Now we can evaluate it. We can determine if they utilized the instruments to measure the effectiveness of their effort. We can measure the results they are getting."

Sure, we have failures and we know why we have failures. Because they have not gone through the systematic process in an adequate way. That is the major reason.

In the initial stage of title III we had a lower adoption rate; however, last year in New Jersey 100 percent of the projects were adopted locally. One hundred percent, and that is supportable by hard data.

Mr. Quie. How many are you talking about?

Mr. Ward. One hundred percent.

Dr. Ogden. Last year we had 12 terminating projects in that given year. We are talking about 53 projects that have terminated since the State took over control.

Mr. Ward. There was dramatic data to support cost reductions in one area by one-third of special education and better educational results were obtained. Now we say, "Why is this not happening all over the country?"

Dorothy Sopter, here in the audience, has worked on producer-consumer models, on what kinds of dollars are needed to develop the same kind of specific objectives for diffusion as for a title III project, to insure that "programs that work" get installed in places where they are needed.

Those decisions we find have to be made before we fund the project: If we fund this project, is it going to be economically feasible? How many people are going to use it? What is the market?

This is the interdependent relation I referred to earlier. The State provides the money to the people that carried out the project successfully, and they with their expertise and with the dollars and with the plan, develop the diffusion plan, including the training programs, or whatever is needed to transfer this into a vehicle that can deliver to other schools that need and use it.

Mr. **Quie.** To what extent are Wisconsin and New York using the method?

Mr. **Ward.** As I heard Wisconsin and New York talking, I heard a lot of parallels.

Mr. **Quie.** Was that your impression as you listened?

Mr. **Strack.** I think everything Mr. Ward says, we do; if not the same way, we work toward the same results. I don't think we are as far advanced as New Jersey in assisting the local projects in packaging their materials. We have a lot to learn, and I think this is a good spot to learn. But this is how the transfer of learning can take place.

Mr. **Ward.** The important role the U.S. Office of Education can play in terms of the broad kinds of information that we need regarding what is happening where, just as the National Institute can play an important role in research. But if that research role is not related to a system that can deliver, they are in their isolated position going to have limited impact and people are going to say: "They are not working on our needs. How did they get the data?"

These are critical issues to be worked on: How are the programs that are researched and designed going to be delivered on the local level? What is the mechanism for getting installation? These are the problems we are wrestling with.

Mr. **Quie.** When you talk about projects from other States, does this mean title III projects that you are funding?

Mr. **Ward.** It could be title III projects.

Mr. **Quie.** That was also continued in another State?

Mr. **Ward.** It could be title III. It could be, as Wisconsin pointed out, a program in individual guided instruction. They say, "We have a whole new structure. Children and teachers work and learn better in new structures and with individualized learning strategies."

We have within our Office of Program Development not just title III—title III has been the development capital—but we consider development in broad terms. We talk about development capability influencing the billions that are being spent. How does it affect bilingual education? How does it affect title I programs?

As I said in my testimony, nothing is wrong with compensatory education concepts. But we have to compensate disadvantaged children with programs that work. Money ought to be spent only on the programs that have been validated.

Mr. **Quie.** I want to find out how Wisconsin was doing.

Dr. **Way.** We have had some experience. In fact, we just are presently in the midst of a study to determine impact of title III. Last year, as of June 1972, there were 26 projects that had terminated, and this is what the study is all about. Presently we have collected data on 20; 15 have indicated they are going to be continued, and I think 9 of them have said that their programs are being adopted in other areas, which represents about 45 percent.

But the thing that bothers me is, when we are talking about whether a program can be replicated or not as compared to its exportability, there are two different kinds of factors, because actually in some instances a program need not be replicated somewhere else because there are not like needs.

For example, a large city like Milwaukee with an unwed mothers project, this is not going to have much importance by way of model or program design to a little northern rural community. So far as its being replicated, it is not going to be, but there might be some phase of the program that can be adopted.

So there is a little difference between the terminologies.

Mr. **Strack** To carry through on that, by building a legitimate, well-accepted process to identify effective practices and projects, if you find something that is good in Milwaukee and we have confidence in your evaluation, through this validation when we have a school district with similar character and like needs, we know where to look. We don't have to go through the whole throes of development. It has been done.

Mr. **Quie.** This would be my next question. You talk about the replication within the State. How much replication is there some place else? It is true everything you do in Milwaukee is not going to be helpful in some northern Wisconsin community, but there may be something in the New York City area that would be beneficial to Jersey City or the other way around. Are you in communication with each other?

Mr. **Sullivan.** These gentlemen are from State education departments. I am the project director of a local project. I can share with you a personal experience which has been available through the research banks. That is where I get my leads from.

I have an interracial program in Suffolk County, Long Island. I have worked over the last 3 years with a human relations project in Buffalo, a title III project.

Ed Strack spoke about process. Obviously, a good deal of my concern has to be with product, but also with process, the process of working with parents, with teachers, with schoolboards, et cetera. The human relations project in Buffalo was concerned with the process of interpersonal and intergroup relations.

I went to Buffalo and visited with the project director and found what I could that would be helpful. I invited him to come and work with me, and after having done that, I adopted many of the techniques he developed or borrowed from other places that were effective in the area of intergroup relations.

In Hartford, Conn., there was Project Concern, which began as an interracial interdistrict program. I invited the project director for Project Concern, Dr. Plant, to visit me in Long Island. He came.

I had him speak to my teachers and building principal. He brought documents. I found out what it was he was doing that would be beneficial to me.

There was a title III project called humanities and arts in Long Island. This was concerned with drama, theater, and music. My concern is to bring people together who now have hostility and often have difficulty in communicating with one another. I worked very closely and intimately with the project director of the humanities and arts program to use music and theater to help me in my work.

We have a regional planning office in Suffolk County, originally founded with title III money. The people in the regional planning office are interested in management by objective. They are interested in evaluation techniques. So in my plans as a project manager, when I was concerned with, "How do I manage? How do I design a system for management?" I went to them and asked them to help, and they did. I could go on.

Mr. QUIE. Is this a regional office?

Mr. SULLIVAN. This is a title III planning office.

Mr. QUIE. Is it a State regional office or is this Federal?

Mr. STRACK. State. There are original regional educational supplementary centers. They were funded under title III. They seem to be successful. They changed their role somewhat and became planning offices. They are now being supported by local and State funds.

Mr. SULLIVAN. I will give you some illustrations of the fact based on personal experience in my case, and I think my case is similar to others. There is a good deal of cross-fertilization and there is a sharing which comes about because of cooperation from State education departments and data banks. But I can personally testify it does take place and it did take place in my project.

Mr. WARD. I think I would have to say we really have an incomplete system if we cannot provide all of the kinds of data that we ought to be able to supply in regard to some of your questions.

For example, on the Federal level, it seems to me, there has to be a capability to coordinate the research that is done in this Nation so that research is targeted on the needs. And to determine the kinds of needs that exist there has to be a process on the local level that spins back out: These are the needs, these are the problems that we are experiencing.

That is a complex process, as parents must say, "This is what we want the schools to do for our children." It is then assessing to determine where the children are in relationship to where we would like them to be. It is determining the gap between goals and results. We have to provide the title III programs or develop new ones to respond to the gap. They have to be valid programs. They have to protect the consumer. Title III becomes the Pure Food and Drug Act for Education.

That is the State and local working together to produce valid data and acting on the data. The State says, through its development capability, "Here is a process you may utilize to insure planned change." We are testing some of these procedures now in seven districts in the State of New Jersey so we can ultimately evaluate our schools.

We cannot evaluate public schools today because they do not state clearly in measurable terms what results they want to each student. Title III is moving us toward evaluating what we are doing for kids.

We also feel in addition to the State as part of this development system of the local and State, we need an intermediate relation which we have chosen to build as an educational improvement center, which we initiated under title III.

Here is the proximity. If you say, "Here are the kinds of programs that ought to be demonstrated," these units begin to play the role of field-testing them. They get involved in the diffusion role and the adoption role.

As they indicate a problem, here is where they get research information. This is not where it is all done, but it is a place to receive, with the technology we have available, all of that data. Also, people are there who can help to translate that kind of data into clues so they become program alternatives. That won't happen nationally if they just communicate something. It has to be a system that sees that it moves through.

Mr. QUIE. Regarding the development that you speak of in New Jersey, to what extent in title I programs can you go in and say: "These kids are educationally disadvantaged. These are the goals we want. This is the way we are getting at the goals." So the parents and the students can know what each one is going to achieve, not what the average of the school is going to be.

Mr. WARD. I regret I cannot adequately give the answers I would like to be able to give. I can say where we have worked and have influenced the expenditure of title I money. We have a fine illustration in our Dale Avenue School in Paterson, N.J., where title I monies provided renovation of an old factory and created a school in which we introduced through title III prescriptive learning. The goal was that black and Puerto Rican children will achieve in selected skill areas at the same level as their white counterparts on the periphery of Paterson, N.J.

This has been done. We had a national validation team come in and look at it, and they validated the project. It is so good it is freightening. That is an important case for development. As I said earlier in the testimony, the compensatory education is a good concept, but you have to provide programs that work.

Title III is maturing. It is still in its infancy. It is producing. We talk about validated products and there is evidence the system is producing validated products. Also the process by which that happens is very important.

We do not have a constituency to openly compete for development money and we have lost in the past and will lose in the future.

There was a case in a neighboring State where the county offices administered, adjudicated, and they answered the legal questions. They worked out bus routes; they talked about how you build buildings. They closed the county offices because they were going to put a focus on research and development, and they created intermediate units to do this. They are now back to focusing on operations.

Mr. QUIE. To what extent will the information that you can give us be helpful in rewriting title I of the Elementary and Secondary Education Act, because we did not know a blame thing when we passed this legislation? We just knew there was a problem out there, and we were going to put some money out.

There were bad abuses of the money, and I would do everything I can to stop the program if that is all there was. We have learned a lot, too, and there have been some good projects operating that have brought about some significant gains.

I still have a feeling that too many schools look at this as money for teachers or money for the educational institution rather than looking specifically at the needs of each child and saying: "Where does that child fall short? How much can he achieve in each period of time and how are we going to get him there?"

I think you have to develop this capability on the State level as you have talked about, where we are going to do it. I think so many States, at least 20 or 30, are working on this. Given 2 or 3 more years, if we can assist them properly, we can mushroom the gains we have heard so far. I think we need people like yourselves who have worked on that to help us.

Mr. WARD. I think part of it is that if we are not, we should be, dissatisfied with the results we are getting. We cannot however stop providing money. Title I, even if it was not a validated program, even if kids were not protected through some sort of a way of validating—it did feed kids, and we know how important that is, what nutrition can do for human beings in terms of their ability to learn.

I think we have to begin to write in that a title program will not be initiated except with validated products, but we have not reached the point where we have been able to produce enough of these validated products. We have just learned to do it in education. We have just moved into the 20th century, and I think title III was responsible for that.

Mr. QUIE. How long would it take to be able to validate it?

Mr. WARD. I think we could say to local districts spend your money on validated projects and reject them only on the basis they do not answer your problem and since education has not provided the answers yet, you will have to continue to do the best you can do. I do not know what other alternative we have.

Mr. QUIE. That lady who wants to speak—please identify yourself for the record.

Mrs. CHASE. I am Mrs. Rosita Chase from Prince Georges County, Md.

We have title I there, and we have done a wonderful job with title I. We have gone many places to help other States and other counties to get organized. We need title I for our children because many of our children come from welfare homes who do not know what a breakfast or a supper is, and with title I we were able to have breakfast in the school for children. We were able to have hot lunches, And I am fighting against satellite lunches, frozen lunches.

Now we have gone through the desegregation process and our school has been closed. Many of our children are being bused 30 and 50 miles a day to school. These children are not getting lunch any more. They are not getting breakfast.

My children have gone into a school where there are crippled children. They have to have an education, too, but I think this is totally wrong. I think crippled children should be in a setting for crippled children.

Don't you say anything about title I. Parents are the inspiration for title I. You get your parents involved, get your PAC's involved and organized and get them working, and then get a good title I coordinator, which we have, Jack Lynch, and we have worked awfully hard; we have now 30 public schools and four parochial schools.

The trouble sometimes is with your State education people who come from affluent homes and they are not concerned about disadvantaged children. They can send their children to private schools. Our poor children out there, black, white, and bilingual, title I has provided something for these children.

Mr. RAMSAY. I wonder in the lady's area how much of her funds are decentralized and how much comes through the State?

Mrs. CHASE. I am a volunteer worker. You can look at this and see where our money comes from. When you change our children to 30 different schools, our children are losing title I.

Mr. Chairman. I think it is your duty to see, because we are taxpayers and we are citizens of the United States, and I think it is the duty of the people on the Hill to see that this title I money follows these children.

You say title I money will follow the children. How can it, when we only have a handful of workers?

Mr. Quie. It does not follow the children.

Mrs. Chase. In one of these books I have, it says that. But it does not follow these children.

Mr. Ward. I would like to respond. I am talking from the standpoint of development, fighting for the resources that will allow us to have the people, the capability, to produce the programs so that we can come to you with confidence and say, "This program has been tested and if it is installed in your district it is going to help the children in this kind of way."

That is what we are fighting for. I am concerned when I go to Denver, and after $50,000 was granted to five States to come up with a proliferation plan for follow-through, and we are told to forget the planning for the proliferations—"because we have no validated projects."

There were hundreds and hundreds of people in communities working with these young children, volunteering as you were volunteering. I am sure better experiences were being provided because they saw to it that teachers cared and teachers got the things they ought to have in order to help the children.

Mrs. Chase. The President picked a council of people to represent us at the National Council Conference. There were people sitting there who did not know anything about disadvantaged children. So how can they help us if they know nothing about us? They come from affluent homes, millionaires. They were not concerned about poor children, black, white, blue, or gray.

Mr. Quie. What Dr. Ward is talking about, I would say, and the other men here, in the situation in Prince Georges County, they could go in and validate a project. When they come in with a scheme for busing kids to bring about a better racial balance, then you would have some way of showing this child is receiving an inferior education and could receive a far superior education if he were moved. Then you could say that child is entitled to at least an equal education for what he was receiving before. Then you can have a leg to stand on to talk to the judges, because they are involved here, to.

Mrs. Chase. We desegregated our schools and we can say today for the short period of time our children have been in another setting I can see a decided improvement. Many parents see an improvement. There are many things we have to do as far as busing and as far as our teachers and other educators. I am an exteacher. I had a stroke, and this is what makes me have an impediment in speech, but I am out here trying to do my bit.

We did not have any problems with desegregation. You were all sitting here and thinking we were going to have these bad problems. We didn't have any problems.

Mr. Quie. I want to thank you folks for your participation here today, and I want to say I learned a lot.

Mr. Ramsay. If we invited you to be our guest and see what we are trying to do with title III funds—we know you have a very busy schedule, but I was thinking what we presented about title III here——

Mr. Quie. I would. I wish the chairman was here because it is a subject I want to talk to him about. Since he is going to read the record, I will talk to him that way.

I don't think this committee can fully understand what you are doing if we just sit here and listen to you. To me, it is like reading about the Rocky Mountains and never looking at them. The first time you see them, you get an impression you can't get by reading.

I think it's the same with your projects. We tend to think in the light of what we see in our home areas and what we knew about some period back in history.

I, for one, would surely like to do that.

Mr. RAMSAY. We could send you an invitation to come at your convenience.

Mr. QUIE. I would like to see the committee get out to Prince Georges County, too.

Thank you very much.

The committee will reconvene at 9:30 a.m. on February 20th.

[Whereupon, at 1:10 p.m. the subcommittee recessed, to reconvene at 9:30 a.m., Tuesday, February 20, 1973.]

[Further information supplied by Mr. Edward Strack follows:]

THE UNIVERSITY OF THE STATE OF NEW YORK,
THE STATE EDUCATION DEPARTMENT,
Albany, N.Y., March 15, 1973.

Hon. CARL PERKINS,
Chairman, Committee on Education and Labor, U.S. House of Representatives, Washington, D.C.

DEAR CONGRESSMAN PERKINS: On February 28 I had the pleasure of appearing before your Committee to offer testimony in support of Title III of the Elementary and Secondary Education Act. During the testimony, you requested information regarding the number of Title III programs currently being funded. Through the cooperation of Mr. Gerald Kluempke, Executive Secretary of the President's National Advisory Council on Supplementary Centers and Services, ESEA Title III and the State Coordinators, the enclosed list has been compiled. Information is included for all states except Hawaii.

You will note on the attached chart that there are in excess of 2,050 projects involving approximately 8 million children, employing 335,000 teachers and over 10,000 counselors currently involved nationwide in ESEA Title III projects. Because Title III projects are funded on a three-year cycle, renewable annually, approximately ⅔ or 1,400 of these projects will be requesting continued funding at the end of FY '73.

I trust that I have interpreted your question correctly and have provided you with the information necessary to assist you in your deliberations. I appreciate the opportunity of meeting with you and your colleagues and look forward to your continued support.

Very truly yours,

EDWARD C. STRACK,
Coordinator of Innovative Education Planning.

State	Fiscal year 1973 total ESEA title III funding	Number of projects		Number of participants		
		85 percent State	15 percent comm.	Students	Teachers	Counselors
Alabama	2,450,833	30	3	82,294	742	11
Alaska	539,281	57	1	5,500	250	4
Arizona	1,426,527	30	1	71,729	1,270	118
Arkansas	1,484,304	33	1	61,279	3,053	8
California	12,666,223	145	7	83,073	12,418	----
Colorado	1,671,536	31	1	194,326	7,575	18
Connecticut	2,120,291	27	3	46,000	3,500	600
Delaware	681,242	19	2	33,012	78	9
Florida	4,339,860	27	6	26,850	1,330	42
Georgia	3,169,831	14	3	90,302	3,822	49
Hawaii	809,635	1	1	----	----	----
Idaho	787,801	9	1	9,813	881	8
Illinois	7,245,333	50	6	226,441	5,253	148
Indiana	3,560,129	77	3	245,976	1,029	196
Iowa	2,029,559	37	2	52,097	1,315	45
Kansas	1,665,217	28	2	94,185	2,833	23
Kentucky	2,269,691	8	2	337,322	13,206	508
Louisiana	2,645,135	12	2	34,608	726	2,007
Maine	938,850	15	1	32,846	870	2
Maryland	2,730,929	12	1	18,373	554	256
Massachusetts	3,743,054	46	1	101,974	6,079	----
Michigan	6,030,440	42	4	149,357	3,066	400
Minnesota	2,709,066	43	3	42,830	3,261	50
Mississippi	1,727,477	16	1	21,938	899	17
Missouri	3,147,633	31	2	157,571	3,461	49
Montana	778,530	19	8	20,794	580	398
Nebraska	1,229,480	16	2	126,430	3,209	44
Nevada	638,257	10	1	34,143	1,312	6
New Hampshire	783,053	7	1	11,242	430	10
New Jersey	4,690,278	66	3	76,000	7,000	175
New Mexico	1,002,884	20	1	43,564	733	11
New York	11,323,853	58	5	72,927	2,695	22
North Carolina	3,447,795	41	2	60,454	1,734	47
North Dakota	731,894	10	1	41,140	500	25
Ohio	7,048,101	91	4	455,884	39,612	240
Oklahoma	1,834,481	21	1	61,685	2,622	39
Oregon	1,575,712	21	2	175,586	833	----
Pennsylvania	7,538,449	142	5	865,498	235	359
Rhode Island	885,682	49	1	10,551	336	55
South Carolina	1,934,925	48	3	35,550	3,467	15
South Dakota	759,490	17	1	20,995	1,059	83
Tennessee	2,687,034	14	2	341,863	28,961	520
Texas	7,444,143	63	4	2,727,453	131,869	3,200
Utah	1,018,491	16	1	15,892	715	19
Vermont	614,785	65	1	23,074	1,305	6
Virginia	3,157,351	43	2	132,552	3,638	141
Washington	2,374,519	57	3	24,145	1,172	72
West Virginia	1,368,764	21	2	76,162	6,192	54
Wisconsin	3,089,459	81	2	95,112	13,613	353
Wyoming	552,613	21	1	17,050	371	12
District of Columbia	760,660	8	1	1,485	167	2
American Samoa	188,084	7	2	6,525	121	95
Guam	262,439	5	1	2,350	520	35
Puerto Rico	3,147,001	28	1	107,685	2,559	130
Virgin Islands	210,400	4	1	1,200	75	----
Trust Territory	282,788	5	1	9,680	390	----
Bureau of Indian Affairs	296,728	10	1	10,620	25	6
Totals		1,924	127	7,934,987	335,581	10,743

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

TUESDAY, FEBRUARY 20, 1973

House of Representatives,
General Subcommittee on Education of the
Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:30 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Present: Representatives Perkins, Meeds, Lehman, Forsythe, Dellenback, and Towell.

Staff members present: John F. Jennings, majority counsel; Christopher Cross, minority legislative associate; Eydie Gaskins, special assistant; and Toni Painter, secretary.

Chairman Perkins. The General Subcommittee on Education is today continuing hearings on H.R. 69, which reauthorizes the major Federal laws affecting elementary and secondary education, and H.R. 16, which authorizes a new program of Federal general aid.

We are hearing testimony today on P.L. 81-874 and P.L. 81-815 the impact aid programs. We are very pleased to have testifying before us four of my colleagues. We will begin the testimony with Congressman Thomas Downing.

I first want to welcome our colleague from over in the Tidewater section of Virginia, Tom Downing. He is one of the most outstanding supporters of the Economic Opportunity Act and educational programs that we have in the Congress.

When we are in trouble, we always go to Tommy Downing around here. You go ahead, Tommy.

STATEMENT OF HON. THOMAS N. DOWNING, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF VIRGINIA

Mr. Downing. Thank you, Mr. Chairman. Yes, I would like to say that I join with this audience in their appreciation of your fine work as chairman of this committee.

I know that it is a violation of the rules for the audience to applaud, but it must have made you feel right good.

Mr. Chairman, I have come here today to offer testimony on behalf of H.R. 69 which extends and amends the Elementary and Secondary Act of 1965. I wish to direct my remarks toward that portion of the act relating to impacted school districts, several of which are in the first district of Virginia which I represent.

For many years now, our schools have had to depend upon Public Law 81-815 and Public Law 81-874, laws which provide funds for school construction and operation in areas where there are concentrations of Federal installations.

Because of its strategic location, the first district of Virginia has a heavy concentration of defense establishments and numbers of other Federal installations. Some of these have large numbers of dependents living on them, but there are far more civilians working on these establishments who live in the civilian communities.

All of these children in both categories must be educated in the local school systems. The localities, however, are denied their rightful tax returns. It is true that these Government workers pay local real estate taxes on the homes they own, and they contribute to regular State tax revenues as all other citizens.

However, that is where the similarity ends. Their employer, the Federal Government, pays no tax on the real estate which it occupies and no tax on the volume of business which it does. As you are aware, that is certainly not the case with private industry.

The impacted area funds are vital to many of our school districts. Only through them are they able to provide quality education to all of the children which they serve. For example, one of the school districts in my area, York County, has a total enrollment of 8,300 students. Of that number, 1,821 children live on Federal property. Another 2,240 children have parents who work but who do not live on Federal property.

Having almost 50 percent of county schoolchildren federally involved may seem extraordinary to you, but let me assure you that is the way it appears to county officials. They get no tax return from almost half of the area of the county. It is not subject to taxation. It is owned by the Federal Government.

The present cost of education for York County is $900 per child. The Commonwealth of Virginia provides $300 and the other $600 must come from other local sources. For the 4,060 students whose parents are federally employed, the school district must obtain over $2.4 million. Since the principal source of local revenue is real estate tax, both residential and nonresidential, one can readily see the unfair burden placed upon the permanent residents and the civilian business community in paying for education. For 1,821 students, neither the parent's residence nor place of employment can be locally taxed. For another 2,240, the place of parent's employment cannot be taxed. Thus, it is absolutely necessary for the county to receive funds under the impacted area aid program.

Mr. Chairman, I feel that the Congress must act now to continue this program which is vital to so many areas of our country. Not only has the administration revised its budget request to reduce these funds by approximately one-third for the fiscal 1973, it has practically terminated the program for fiscal year 1974. The budget reflects only $41.5 million for the schools on military installations which are run by the Government and none for the civilian school districts surrounding Federal properties.

I am almost through, Mr. Chairman, but I beg your indulgence and that of the committee for a moment more while we look at some figures.

The original fiscal year 1973 appropriations under the Elementary and Secondary Act, as approved by Congress, allocated more than $635 million for impacted aid. As you recall, the President vetoed this. We then agreed to take a 13-percent cut in these appropriations. This, too, was vetoed. While our schools have been operating in the meantime under a continuing resolution, which we have approved, the President has come back in the budget with a $415 million figure.

If the cut from $635 million to $415 million for this year is not enough, we are asked next year to have these funds eliminated altogether. In lieu thereof, $227 million would be reserved as a part of the revenue-sharing funds which would be identified with education. Identifying them, Mr. Chairman, is one thing, but I hasten to remind you that no State would be under any obligation to spend even one dime of this $227 million to compensate these communities which have been deprived of their rightful tax potential. I submit that this is not what the Congress intended to happen. The United States seems more willing to pay a disproportionate share of the support of nations all over the world. It should certainly be willing to pay a rightful share of the cost of education at home. This drastic shift in approach and sharp decrease in funds must be branded as totally unacceptable.

I urge most sincerely that the committee act favorably on the extension of these programs. I feel that it is absolutely necessary for my district and other districts to educate children properly, and eliminate unfair burden on its citizens.

I thank you most sincerely.

I would like to include here in the record a statement I have with me by Mr. George H. Pope, superintendent of schools, York County, Va., in my congressional district.

Chairman PERKINS. Without objection, the statement will be included in the record.

[The statement referred to follows:]

STATEMENT OF GEORGE H. POPE, SUPERINTENDENT OF SCHOOLS, YORK COUNTY, VA.

Mr. Chairman and distinguished members of this committee:

My name is George Pope, and I am Superintendent of Schools in York County, Virginia. I do not feel it is necessary to locate York County and Yorktown, its County seat, further than to say that it is there that independence was won and America came of age. We try daily in our community to keep faith with our illustrious history and the noblest ideals of our nation.

This statement is submitted to your distinguished committee with a deep sense of appreciation and gratitude to the committee and to my own congressman, the Honorable Tow Downing, through whose office I have been privileged to work.

My plea today is for a favorable report by your committee for H.R. 69, which is the vehicle for extension of some most worthy programs for federal support of public education in America. All of the programs included in H.R. 69 are worthy and deserving of support, but my specific thrust is in support of the programs included in Public Law 815 and Public Law 874, because these programs are most vital to us.

A few facts about our County and our school system. York County's area is approximately 123 square miles, but only one-half of this area appears on our tax rolls; the other half is owned by the federal government and is tax exempt. Federal properties in York County include Camp Peary, Cheatham Annex to Navy Supply Service, Navy Weapons Station, Coast Guard Reserve Training Center, Colonial National Park (battlefield area), and the Capehart housing area of Langley Air Force Base.

Our school system enrolls about 8300 pupils, 1821 of these pupils live on one of the above properties and one parent also works on those properties. Another

2240 pupils in our schools have parents who work at those federal installations but do not live on them. In short, over 4060 pupils of our schools, 4060 of a total of 8300, are federally connected through employment or residence, or both.

Mr. Chairman, it takes a lot of money to provide education of youth today. In our County the cost this year is about $900 a pupil. The Commonwealth provides about $300 of that per pupil cost to us. The other $600 must come from local tax sources or from funds that are made available to us in lieu of taxes. This means that for the 4060 federally connected pupils in our schools, some $2,435,000 must be obtained.

As is the usual case, our principal tax source is the real estate tax, a tax that is applied to residential property and to non-residential property. This tax generates the principal support for the local services, including education, which must be supplied to our citizens. But for 1821 of our pupils we cannot tax the residences or the place of parent employmnt. And half of that statement applies to the other 2240 federally connected pupils.

I submit to you that it is patently unfair to impose upon the more permanent residents and non-public property owners the full burden of providing the needed $600 each for those pupils we cannot "*get to*" with our present tax structure.

Through the years P.L. 815 and P.L. 874 have provided the only relief to this situation, supplying federal support in lieu of taxes, in a manner that has enabled us to offer to all of our pupils, federally connected ones included, an educational experience of high quality. Take this support from us and all pupils will suffer. (Our taxable wealth back of each school pupil is considerably less than the average per pupil taxable wealth in Virginia as a whole).

Mr. Chairman, until the federal government will waive its exemption to local property taxation. I plead its continued participation in the cost of providing local services, but most notably education, to all who reside in our communities. P.L. 815 and P.L. 874 are good laws and they serve as an excellent vehicle for carrying out a valid federal obligation.

Chairman Perkins. Let me state that I agree wholeheartedly with your statement, Mr. Downing. I recall back in 1949 and 1950 when we first wrote the impacted program there was considerable opposition. We have the same opposition today.

Perhaps it could be argued that the need is not as great because of the military installations, Army camps and so forth, but I disagree with that argument. This is the wrong time to abandon the impact program, and I personally feel that we should move forward on two fronts.

First, to get the bill authorized for several years to be embraced in the Elementary and Secondary Education Act this year, and then I feel that we should make sure that the Appropriations Committee appropriates funds for this program along with other educational programs.

This may be a rough year for education in one sense of the word, but I feel confident that with the great supporters and people who believe in education, we are going to obtain results.

We will do the best job we can.

Go ahead, Mr. Lehman.

Mr. Lehman. I would rather wait until the whole testimony is over with and then if I have a summary to make, I will do it then.

Chairman Perkins. How does the need for this program now compare with the days when you were involved in shipbuilding, Mr. Downing?

Mr. Downing. I did not get your question, Mr. Chairman.

Chairman Perkins. What is the impact today as contrasted with the fifties when you were involved in shipbuilding?

Mr. Downing. The need is even greater, Mr. Chairman.

Chairman Perkins. Explain why.

Mr. DOWNING. We have a magnificent shipyard there which is now at 22,000 people and will expand, I am told, to 35,000 people within the next 5 or 6 years.

These are employed in building aircraft carriers, submarines, and so forth. Then, we have—we are heavily concentrated with military bases and military facilities in that area. It is a strategic location in the United States.

I suppose we are more heavily impacted with the Federal Government than any other area in the country. Consequently, it throws an immense burden on our people to educate the military children of these Federal employees.

Mr. Chairman, over the years, we have built our budgets around this necessary funding and now it is threatened to be cut off, and I simply do not know where the necessary funds are coming from to assure that these children are going to be given a quality education.

Chairman PERKINS. I am sure you have been reading that the so-called administration proposal for special revenue sharing, plans to do away with the "B" children category altogether and let the "A" funds go to the States rather than through the local school districts as presently earmarked.

Are you acquainted with that proposal?

Mr. DOWNING. Yes.

Chairman PERKINS. How, in your opinion, would that work in your section?

Mr. DOWNING. Mr. Chairman, in my opinion, it would not work. It is not the most efficient use of the funds. I would hate to see that happen.

Chairman PERKINS. Thank you.

Mr. DOWNING. Thank you, Mr. Chairman and members of the committee.

Chairman PERKINS. The next witness is Congressman Charles Rose.

Mr. Rose, it is my first opportunity to welcome you before this committee. We are delighted to have you here and delighted to know of your interest in this program.

Go ahead.

STATEMENT OF HON. CHARLES ROSE, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NORTH CAROLINA, ACCOMPANIED BY DR. MAX ABBOTT, SUPERINTENDENT OF FAYETTEVILLE PUBLIC SCHOOLS

Mr. ROSE. Thank you, sir. Mr. Chairman and members of the House Committee on Education and Labor, I appreciate the opportunity to come before the committee in support of H.R. 69 and specifically to speak in support of a continuation of Federal funds to federally affected school areas in our country which are presently receiving assistance under Public Law 874.

In a word, Mr. Chairman, impact aid to education is vitally important to the Seventh Congressional District of North Carolina. I have seated with me at this hearing Dr. R. Max Abbott, superintendent of the Fayetteville city schools, and Mr. Jack Britt, associate superintendent of the Cumberland County school system.

These men administer school systems that depend on impact aid for a substantial contribution to their budgets. They will be happy to answer any questions you may have about impact aid as it relates to their school units.

Cumberland County has the largest population of any county in the Seventh District. We are proud that the Fort Bragg Military Reservation and Pope Air Force Base are located in Cumberland County, and that our public schools have been able to provide a high level of educational opportunity for the dependents of both military and civilian employees on these bases.

The school units in the Seventh Congressional District rely heavily not only on the impact aid paid into our system for the dependents of military personnel who live on the military base and are educated off the base, but we also rely heavily on what has come to be called category B impact aid.

Under the present provisions of Public Law 874, the Cumberland County school system is entitled in fiscal year 1973 to total type B impact aid of $2,656,974. This represents 25 percent of the public education budget of the Cumberland County Board of Education.

At the present time, in Cumberland County, a countywide tax of 20 cents per $100 property valuation provides education revenue for county government. Even if this countywide rate of 20 cents was raised to 50 cents per $100 valuation, the revenues generated from the increase wouldn't offset the deficit caused by an elimination of type B impact aid moneys in Cumberland County.

In the Fayetteville city school system, the type B impact aid entitlement for fiscal year 1973 amounts to approximately $600,000, or approximately one-third of all Federal aid to education coming into the Fayetteville city school system.

The total impact aid for both type A and type B students amounts to some $833,000 to the Fayetteville city school system for fiscal year 1973 or over 9 percent of the total education budget.

The city presently taxes its residents at a rate of 38 cents per $100 valuation under the provisions of a special city school district tax. If the county tax of 20 cents was increased to 50 cents and the city tax was raised from 38 cents to its legal maximum of 40 cents per $100 valuation, sufficient additional revenue would not be generated to offset the deficit that would result if Public Law 874 funds were taken from the Fayetteville city school system.

It is my belief that Public Law 874 provides a fair and equitable method for the reimbursement of local governments for the job they do to educate the children of people who are employed by the military.

These seems to be some discussion as to the relative worthiness of type A impact aid versus type B impact aid. Many of the children who are counted in the type B impact aid program are the dependents of military personnel who are required to live off of the military reservations, either because of a lack of available on-post housing or because of a financial inability to afford anything other than off-post housing.

Whatever the reason a military family may have for residing off a military base, the impact their children make on the educational system they attend is identical to the children of military personnel who reside, as well as work, on military reservations.

In the Fayetteville city school system, Public Law 874 funds are used basically to pay salary supplements to teachers, which allows this system to be more selective and to hire additional teachers in order to lower class size.

The Fayetteville area, as is true with many urban centers across our country, is beginning to attract more and more economically and educationally deprived families. If it is to successfully provide adequate educational programs for all our children, it is imperative that it have adequate funding.

Five of the six countries in the Seventh Congressional District of North Carolina receive impact aid. For fiscal year 1972 Hoke County received over $50,000, school units in Robeson County, over $43,000, Brunswick, almost $30,000, and New Hanover some $156,783.

These impact figures represent actual impact funds received. They were 73 percent of the entitlement. Under the provision of the Soldiers and Sailors Civil Relief Act of 1940 as amended, a member of the Armed Forces can, by sworn statement, be exempt from the payment of any personal property tax in the State of North Carolina.

In North Carolina, as in many other States in our Nation, local property taxes pay the major share of building and maintaining our schools, and State revenues bear the major responsibility of paying teachers' salaries.

Military bases do not pay local taxes on property. Military personnel are exempt from local property taxes. Public Law 874 has provided us with a fair way to repay local government for educating military-connected children.

We urge this committee to continue this program and give a favorable report to H.R. 69.

Mr. Chairman, in summary, as long as the Federal Government pays no local property tax, as long as the Soldiers and Sailors Relief Act exempts military personnel from paying this tax, as long as local public schools provide education off the military base for the impact children, as long as local public education is in any way tied to the local property tax, some equalization of the local tax burden is going to be necessary, and I submit to you, Mr. Chairman, that the provisions of Public Law 874 have provided this method, and we firmly support that method today and urge this committee to favorably report H.R. 69.

Chairman PERKINS. Mr. Rose, I am sure you are acquainted with the so-called special revenue sharing proposal which provides that "A" funds shall go to the State for distribution and "B" funds are, for all intents and purposes, eliminated.

Do you feel that the present program will work much better than the so-called special revenue sharing?

Mr. ROSE. Mr. Chairman, without any reservation, to make this dividing line between "A" and "B" funds as it would apply to my district would be highly discriminatory of military dependents who, because of an inability to get on-post housing, had to stay off of the base.

We have long lines of military personnel at Fort Bragg in my district who are unable to get on-post housing because there is none. To say that their children are going to be treated differently in the face of the law because of that inability, Mr. Chairman, in my opinion, is highly discriminatory and should not be.

Chairman PERKINS. I would like to hear comment on this from your assistants.

Mr. ABBOTT. Mr. Chairman and members of the committee, I am Max Abbott, superintendent of schools in Fayetteville, N.C. About

10 percent of our local budget is made up of impact aid. Because of the base there and other reasons in the community, we have a very mobile population.

Therefore, we have a great number of mobile homes around the base for those military personnel and others who work on the base in which they live. In addition to that, we are one of the fastest growing sections of North Carolina, an urban center with all of the problems that urban centers are facing today, and a 10-percent cut in our budget would be rather drastic at this day and time.

Chairman PERKINS. Let me ask you on another relevant question. How is title I working out in your county?

Mr. ABBOTT. We are using title I funds. We have a few complications when we try to use it according to their guidlines, and then have applied and been granted an ESAP, emergency school program, with the guidelines that they have. It is very difficult to pull youngsters out for a special program as we do in title I, and then under the ESAP program, they say that these youngsters cannot be pulled out or segregated from other youngsters.

We are using title I. We need title I a great deal. It is getting harder and harder to administer with guidelines that are facing us now.

Chairman PERKINS. You feel that those guidelines have been perpetrated for the purpose of attempting to destroy the program?

Mr. ABBOTT. I think that thought has occurred to several of us in our part of the State as we try to work through all of the required reportings and all of the manipulations to fit into the so-called guidelines.

Chairman PERKINS. When did they commence getting worse?

Mr. ABBOTT. Well, it is perhaps this last year or so, they have been as bad as could be. They started out where we could operate fairly easily to the advantage of the children and year by year they have progressively gotten a little tighter in certain areas which we could not get into.

For example, at our high school level, we feel strongly that we should have a guidance counselor to help in this program. We find under title I that unless we have supportive programs, that in our State and in our particular community, we cannot under title I employ a guidance counselor to work with title I youngsters.

Chairman PERKINS. Did you declare that as one of your priorities?

Mr. ABBOTT. At one time, we did; yes, sir.

Chairman PERKINS. Do you have any further comment on the special revenue sharing?

Mr. BRITT. My name is Jack Britt, associate superintendent of the Cumberland County schools. I think the way the money is handled now in going directly to the school system is by far the best way to handle this money.

Our county commissioners have other things to do and this would be one less burden they would have to handle, and certainly less tasks that the school people would have to approach and look after.

We are very much in favor of handling the funds the way they are presently being handled.

Chairman PERKINS. Mr. Lehman?

Mr. LEHMAN. I wanted to ask you, in your school system, do you operate schools on the base itself as well as off of the base? Do you operate on-base schools under the funding of the local school system?

Mr. **Britt**. On base they have grades one through nine. The high school children attend Fayetteville city schools.

Mr. **Lehman**. But the funding of the base school is by the school system itself?

Mr. **Britt**. That is correct.

Mr. **Lehman**. Just as any other school in your area?

Mr. **Britt**. That is correct.

Mr. **Abbott**. Mr. Lehman, this is not exactly true because these are base-run schools, grades one through junior high school, grades one through nine.

They get no allotment from the State, and are subsidized entirely by the Federal Government. They have their own school setup, their own board of education, their own superintendent for grades one through nine.

Then, we pick them up in the public schools in grades 10, 11, and 12.

Mr. **Lehman**. In our school system, we have a Homestead Airbase School, and the salaries of those teachers are paid by the school system as any other school system salary. We do get some impacted aid for that base. Unfortunately, it is not in my district.

Mr. **Britt**. I am sorry. I misinterpreted your question. This is absolutely true. The schools on base are financed solely by the Federal Government.

Mr. **Lehman**. Not in your district though.

Mr. **Abbott**. That is the way it is in our area.

Mr. **Lehman**. If it is done that way, I would like to find out how they do it. We have a gentleman here from Duval County. How it is worked in Duval in Florida? Do you get Federal funding, and do you have on-base schools at Jacksonville?

Duval County Representative. No, sir, we do not.

Mr. **Lehman**. I was curious about the difference between off-base schools and on-base schools.

Chairman **Perkins**. One further question. Congressman Rose. You said that the property taxes would have to be more than doubled in Cumberland County and in Fayetteville if there are no funds appropriated for these "B" children.

How do you reconcile these facts with President Nixon's speeches about helping to relieve, or hoping to relieve property taxes?

Mr. **Rose**. Mr. Chairman, there appears to be a gap there somewhere in the logic. I have noticed several inconsistencies in the administration, being a freshman in Washington. I have been kind of surprised at some of those inconsistencies and the one that you just mentioned is probably one of the most glaring.

This would add a great tax burden to the people of my county and throughout the district, and I feel that these men that are seated here with me today represent an educational system that can educate these young people much cheaper than the Federal Government could educate them were they to decide somehow to take all of these military people and provide them with schools on base.

Chairman **Perkins**. Do you have any further comments, Mr. Superintendent?

Mr. **Abbott**. No, sir, thank you.

Chairman **Perkins**. Thank you, gentlemen. You have been very helpful to the committee this morning.

Is Congressman Parris here from Virginia?

Is Congressman Bo Ginn from Georgia here?

All right. Let's have the panel headed by Mr. Lantson. C. Eldred, national chairman, Impacted Area School Districts, accompanied by Dr. David Fish, Mr. Lawrence J. Hauge, Dr. William Duncan, and others.

Mr. Eldred, call the panel that is with you here today.

STATEMENTS BY LANTSON C. ELDRED, NATIONAL CHAIRMAN, IMPACTED AREA SCHOOL DISTRICTS, ACCOMPANIED BY DAVID FISH, ASSISTANT SUPERINTENDENT, SAN DIEGO, CALIF.; LAWRENCE J. HAUGE, ADMINISTRATIVE ASSISTANT, TACOMA, WASH.; WILLIAM DUNCAN, SUPERINTENDENT, NEW YORK; HOMER ELSEROAD, SUPERINTENDENT, ROCKVILLE, MD.; HOWARD CROSS, SUPERINTENDENT, FAIRBORN CITY, OHIO; S. JOHN DAVIS, DIVISION SUPERINTENDENT, FAIRFAX COUNTY, VA.; CHARLES NEWTON, SUPERINTENDENT, DAYTON, OHIO; SANDRA STORZ, MEMBER OF GOVERNING BOARD, NEW HAMPSHIRE; KENNETH CIERPIAL, CHAIRMAN OF THE BOARD, MASSACHUSETTS; WILLIAM W. GULLETT, COUNTY EXECUTIVE OFFICER, PRINCE GEORGES COUNTY, ACCOMPANIED BY FRANK PLATT, BUDGET DIRECTOR, BOARD OF EDUCATION, PRINCE GEORGES COUNTY, MD.; JAMES McDONALD, SUPERINTENDENT, FALLBROOK, CALIF.; AND CHARLES AKINS, SUPERINTENDENT, ARDEN COUNTY, ELIZABETHTOWN, KY.

Chairman PERKINS. You may proceed in any manner you prefer. Without objection, all of the prepared statements will be inserted in the record. I hope that you can take time to point out the fallacies and discrepancies, if any, in connection with this so-called special revenue sharing program insofar as it relates to your program.

[The documents referred to follow:]

STATEMENT OF LANTSON S. ELDRED, ASSOCIATE SUPERINTENDENT OF SCHOOLS OF NATIONAL CITY, CALIF., AND NATIONAL PRESIDENT OF THE IMPACTED SCHOOL DISTRICTS OF THE UNITED STATES

Mr. Chairman and Members of the Committee. I appreciate the opportunity to appear before you today to testify on a portion of the bill now under consideration by this Committee. The group to appear before you will concern itself with those portions of that Bill having to do with school assistance to Federally connected areas. With the Chairman's permission, I should like to begin the presentation with some brief comments on the justification of the basic laws having to do with this school assistance and then act in the capacity of coordinator of those here this morning as each man presents his views on the need for these laws. In this way, we hope to eliminate duplication of testimony and then afford the Committee with the opportunity of addressing questions to an assembled panel of experts, with the intent of aiding the Committee in its deliberations.

The basic premise of the existing laws, namely P. L. #874 and P. L. #815 is that a Federal project, be it military or otherwise, causes an influx of persons in a community and at the same time removes from the ability of local governmental agencies who must provide services to these people the necessary item needed to finance these services. That item removed is a complete tax base from which to finance needed services, and in the case before us we are referring to educational services.

A complete tax base on the local level is not limited to just a property tax base, although this is most important. The complete tax base also must include State income and corporate taxes from which the states can then assist the local districts in providing the services required.

The present Impact Aid laws were established some twenty odd years ago in order to correct disturbances to these local tax bases, and these laws are just as much justifiable today, as they were then, if not more so. The laws were, and are, more realistic than just a straight "in lieu of tax" approach would be, in that they are based on a formula of services rendered. In my own District of National City, California, should a Federal program of "in lieu of taxes" be used in place of the present Impact Aid laws, then my District would receive considerably more Federal funds than it now does. The district to the south of mine, which educates close to three times the number of federally connected students than my District does, would receive no Federal funds at all, as the properties in question are outside their immediate tax base. The Federal properties are not outside of that district's complete tax base however, and it is for this very simple reason why the continuing need exists for Impact Aid.

Local governmental boundaries have often been established on what appeared in days gone by to have been very sound reasons, but as time has progressed, we now just as often find that these local boundaries are unrealistic insofar as determining just what industry or services are either imposed on or required by whom.

Whether the facility within my area is General Electric or the Federal Government should make no difference insofar as participation in the cost of the services required because of their presence. I respectfully submit that the Federal Government should bear its share of the cost of educating the children imposed on us by their presence, just as we expect, not only General Electric to do the same thing, but also as we expect all businesses and all property owners to do likewise.

The alternative that is left to the local districts, should the Federal Government not wish to share those costs that they impose thereon, are to either

(1) Reduce services—which in this case means removal of educational programs or cutting them so drastically that they should have been removed.

(2) Tax those other participants in the local communities or in the complete tax base to make up for that portion that is applicable but not forth-coming, because the Federal Government has not—in essence—paid its tax bill.

In closing my remarks, I should like to emphasize just one thing. That should the Federal Government continue to be a participant in the local communities, that they become full participants in that community, for bettter or for worse, and that full participation cannot exist should the actions of the Federal Government produce for themselves the status of a special, nonpaying resident of those communities.

WE SUPPORT H.R. 69 A BILL TO EXTEND IMPACT AID AND ESEA FOR 5 YEARS

Impact Aid is an equitable way to reimburse local school systems for services rendered in educating federally connected children whose presence "impacts" local public schools.

Impact Aid is based on children to be educated, not wealth or cultural deprivation.

Federal property is exempt from local taxation; thus, the financial burden "A" category children are those whose parents work on and live on federal is not matched by revenue to pay for their education.

"A" category children are those whose parents work on and live on federal property. Impact aid reimburses the local school district for educating "A" children at a level of 100 percent of the local contribution rate.

"B" category children are those whose parents work on but do not live on federal property or live on but do not work on federal property. Impact aid reimburses the local school district for educating "B" children at a level of 50 percent of the local contribution rate.

50 percent of normal support is missing in the case of "B" category children. That is, if the parents live on federal property, the property tax revenue from the parents' residence is missing. Or if the parents work on federal property, the property tax revenue from the employer's property is missing. Thus, only a 50 percent reimbursement is authorized to replace the missing portion of the child's educational expense.

Simple equity demands the continuation of IMPACT AID.

The United States must continue to honor its commitments at *home* as well as abroad.

STATEMENT OF DR. H. DAVID FISH, CHAIRMAN AND DIRECTOR OF SPECIAL PROJECTS, SAN DIEGO UNIFIED SCHOOL DISTRICT

References used in this report are:

Final Report: *School Assistance in Federally Affected Areas.* A Study of Public Laws 81–874 and 81–815 to Office of Education, Department of Health, Education, and Welfare by Harold A. Hovey, Victor P. Carter, Linda R. Brown, John A. Bowman, Seymour Goldstone and Frederick D. Stocker. Battelle Memorial Institute, Columbus, Ohio, December 1969. For purposes of this report, termed *Battelle Report.*

Entitlements for Federally Affected School Districts under Public Laws 874 and 815 prepared for: U.S. Dept. of Health, Education and Welfare, Office of Education, Washington, D.C., Contract OE–5–99–046. Volume I. Stanford Research Institute, Menlo Park, California, May 1965. For purposes of this report, termed *Stanford Report.*

After the Second World War, as a result of the changing role of the federal government, Congress recognized the federal responsibility to provide support for the education of the dependents of federal employees. The creation of large federal installations—military and civilian—which under our Constitution pay no property tax and which bring in large numbers of children for local communities to educate, had never occurred before. The cost of education overwhelmed the traditional property tax method of financing public schools. The rising costs led to active local opposition to the burdens imposed by the federal presence. Specifically, the establishment of a large standing army with the active recruitment of long-term service personnel meant the massive infusion of large numbers of a very transient student population. At the same time, the maintenance of federally owned industrial property with civilian employees was never envisioned in the original organization for the support of public education. Both the active military and the federal industrial activity have been characterized by rather dramatic expansion and contractions as priorities and programs rapidly change. Even in the much more stable federal civil service, communities experienced uneven growth of large installations, and the federal government has entered into social action programs that further distort the schools' financial stability. Congress realized that it was in the national interest to ease the burden of local communities experiencing the federal impact.

More important than the local property tax rate were the effects on the children of the military and civilian personnel. As later reported to Congress:

"In many areas of the United States, school districts were refusing to accept pupils from Federal installations. In other cases, these students were being accepted only if their parents paid tuition. Even where school districts accepted responsibility for Federal pupils, many districts were unable to provide a reasonable standard of education because they did not have sufficient tax base to provide both for local pupils and large numbers of pupils living on Federal installations. The resulting situation was found by Congress and the executive branch to be highly undesirable because (1) many federally connected children were not receiving adequate educational opportunity, (2) tuition charges were considered an undue burden on Federal parents when free public education was available to the children of all other parents, and (3) severe educational problems made Federal employment less attractive. (Battelle Report, p. 5).

Public Law 874 was passed to ease the burden for the local community of offering a quality educational program for federally connected children, and Public Law 815 was intended to assist in the construction of schools for these children. For over twenty years the programs have operated in this country. Amazingly, from the beginning, the programs have been a source of controversy. No administration has supported the programs' services, despite their obvious virtues. The Impact Aid program is characterized by:

1. An absence of complex or rigid, restricting federal guidelines;
2. An extremely small federal staff generally considered highly efficient, responsive, and helpful to local school districts;
3. No requirements to establish more than the limited administration for the clearly defined clerical tasks at the local level;
4. Local determination of the priorities for the use of the funds;
5. The most effective and lowest cost delivery system in the federal-local government relationship in education;
6. Above all, payment based on service provided, and not dependent on, the property wealth of the district.

Probably the program's virtues are its greatest enemies. Those very features which make the program so appealing to local communities can create its opposition in Washington. The program also presents:

1. No opportunity to interfere with local control of education;
2. Little employment in Washington for surplus bureaucrats, as usually required, to oversee local use of funds;
3. No opportunity for the administration (Democrat or Republican) to direct the funds to its own political or ideological priorities.

While the program has been efficiently and honestly administered and the federal presence has remained in local communities, each administration has proposed reduction. Each reduction proposal has led to strong opposition.

The fierce battles around Impact Aid have often indicated the need for independent outside examination at the program. Congress has twice appropriated federal money to review the program and develop recommendations. In 1965 the highly respected Stanford Research Institute conducted an extensive analysis of all aspects of the program and prepared a report for Congress. Again in 1970 the equally respected Battelle Memorial Institute of Columbus, Ohio conducted a similar study. Both studies have been widely disseminated and are still available for examination. Since we have limited resources in time and money, and the Office of Education already qualified the two research institutions by selection to do the studies, I propose to state the case for Impact Aid using some of the conclusions of the reports already submitted to Congress. While the reports are slightly dated now, the basic issues and problems have not changed. In a few minutes, my colleagues will submit more current data and show the results of the Impact Aid program on the educational opportunities provided to children, and the financial burden carried by the local property taxpayer. In consideration of the administration's current budget proposals, I want to direct my comments to the major categories of the program, as they will present the clearest focus. I will also use, to the maximum extent possible, the exact words of the Stanford and Battelle Reports.

The Impact Aid program, as summarized in the Stanford Report, has a simple objective arising from the need to alleviate the burden imposed by the federal government on the local community:

The federal government is the nation's largest property owner and employer, yet the effects of the presence of a federal installation upon a community differ from those of other installations. The report of the Committee on Education and Labor to the House of Representatives accompanying H.R. 7940, which became P.L. 874 in 1950, states "the United States has become an industrialist, a landlord, or a businessman in many communities of the nation without accepting the responsibility of the normal citizen in a community, because property under federal ownership or control is generally not subject to local taxation." P.L. 874 and 815 were designed to correct this condition with regard to the financial burdens imposed upon local school districts. The kinds of burdens that supposedly have been imposed because of the nontaxpaying nature of federal property were stated in Section 1 of P.L. 874 as follows:

1. The revenues available to such agencies from local sources have been reduced as the result of the acquisition of real property by the United States; or
2. Such agencies provide education for children residing on federal property; or
3. Such agencies provide education for children whose parents are employed on federal property; or
4. There has been a sudden and substantial increase in school attendance as the result of federal activities. (Stanford Report, p. 1)

Section 3 of Public Law 874 attempts to meet these objectives in a manner which will best provide the quality education that the student should have. At the same time, the burden borne by the local property tax base should not be increased inequitably. The Stanford Report summarizes the arguments supporting this obligation of the federal government:

There are two principles of obligation that could be used to justify federal payment to local school districts. First, the federal government should provide the school districts with funds equal to the amount they would have received if the federal government had been a private taxpaying enterprise; second, the federal government should compensate the local educational agency for local costs of education incurred for federally connected children, not covered by other local sources associated with the children and their families. The two principles will result in the same payment only under restrictive assumptions: (1) the private enterprise for which the federal facilities apparently substitutes must contribute the same revenues per pupil as the average of the existing local enter-

> prises; (2) the marginal cost of education must be equal to the average cost; and (3) both the work places and the employee residences must be located inside the affected school district. (Stanford Report, p. 41)

In the case of category A, the clear-cut obligation of the federal government is supporting the program provided to students who live on the government installation and whose parents work there is obvious even to the Administration. In many cases across the country without a category A program, there simply would be no education provided, and taking federal employment or serving in an isolated military installation would be condemning your child to a second-rate, educationally crippling experience.

Category B, for those students whose parents work but do not live on federal installations, is the main battleground. The Administration has again proposed that category B funding be eliminated allegedly on the grounds that the taxes paid by these parents on their residences make up for the lost revenue from the local property tax. Now as we consider the development of a new authorization bill, the integral relationship of the category B student to Public Law 874 must be clearly established. Funding through P.L. 874 is not a payment in lieu of taxes. In years of testimony, school officials have constantly used references to the amounts of money that it would take to replace category B funds, and therefore the payment in lieu principal appears to be part of the rationale of the program. However, the objective of P.L. 874 is based on providing a service to children, and so it is the children who are counted, not the tax base of the installation. If the reverse were true, then Impact Aid would perpetuate the injustices caused by the inequalities of the property tax. The school officials refer to the local tax cost as the place they must go to pay for the service they provide, if P.L. 874 funds are not available.

Payment in lieu of taxes would pose some extremely practical problems. Most of all, the federal government could not afford the program. The obvious difficulties of evaluating military installations is mentioned in the reports. For example, what is the value of an air force base in Kansas on the real estate market? Likewise, the increasing mobility of the American people who work in one community and live in another, when combined with the ill logic of school district boundaries, may mean that the district with the burden would not get the payment of the in lieu tax program. The communities of National City and Chula Vista, California provide an excellent example of this problem. Chula Vista has the children, most of whose federally connected parents work at the large federal installations located in National City. When the concept of service is applied to federal children, with the intent of accomplishing the basic objective of providing them with a quality education comparable to the educational advantages enjoyed by their civilian counterparts, the only equitable way—and by far the most effective—is to support the school district of residents as payment for services rendered.

The presence of federal installations do cause educational costs for the districts educating the federally connected child. After extensive study of the problem, both research organizations recommended that category B students be funded. Fully aware of the implications of their findings, the researchers summarized the months of investigation. As the Battelle Report concludes:

> Considerable controversy exists over whether the children who live in privately owned dwellings should ever give rise to Public Law 874 payments. Although the proposal was rejected by the Congress, the administration did recommend confining impact aid to 3(a) students in its fiscal 1970 Budget proposals.
>
> While having considerable reservation over payments under certain circumstances to be described in later chapters, Battelle can find no logic to exclude payments for all of the (b) pupils. The analysis of economic burden developed in chapter 2 would indicate that circumstances do exist where 3(b) pupils alone do place a burden upon a school system. (Battelle Report, p. 68)

The Stanford Report had stated the same premise, in similar words:

> It may be noted that once the burden principle is accepted, there is no reason to exclude Section 3(b) pupils from eligibility; these are pupils who live with parents who either live or work on federal property, but not both. They are almost entirely the latter, i.e., pupils whose parents work on federal property. Their eligibility rests upon the fact that school districts are generally unable to maintain, with reasonable effort, levels of expenditure derived only from residential property taxes. The burden is created by the absence of taxes on places of work. The burden in each district depends upon the balance of residential and business property in the district, and may be negligible for a predominantly bedroom community. Nevertheless, there is no justification in principle for excluding the 3(b) pupil from payment. (Stanford Report, p. 8)

The position taken on category B students might also arise from the conclusion that Public Law 874 was intended to be a relatively short-lived program designed to ease the temporary dislocation caused by the sudden imposition of the large federal activity in a small, local community. Below is a statement from the Stanford Report that summarizes its conclusion about the relative permanency of the program:

> Another question that arises with regard to the federal obligation is whether the burden imposed is of a permanent or transitory nature. A transitory burden would exist if the local tax base recovers to pre-impact levels after receiving the initial shock of the arrival of the federal activity. Three kinds of tests initiated in this study indicate that the burden is a permanent one, and that the "impact" is lasting. First, calculations in a special study of 54 districts indicate that in all cases assessed value per pupil is lower for federal pupils than for nonfederal pupils in the same district. Second, multiple regression analysis in 16 states indicates that larger proportions of federal ADA are associated with lower levels of local spending on education, after taking into account differences in socioeconomic structure of the community. Third, in heavily impacted districts in California assessed values per pupil generally failed to improve in the years following federal impact, unless some other nonconnected event occurred in the community (e.g., a reassessment, new industrial plant, etc.). Fourth, our theoretical analysis suggests that there is no reason to expect that the economic impact of federal activity will improve the financial ability of the school district to provide education on a per pupil basis; this stems from the fact that the economic growth accompanying federal impact may be modest, and is at any rate accompanied by both increasing property values and increasing school population; there is no reason to expect that the former will increase more rapidly than the latter. (Stanford Report, p. 8)

Despite the nostalgic desire for a return to a simpler America, the experience of thirty years shows that the federal presence in a community is extremely long-lasting.

Both research organizations propose changes in Public Law 874, but even with their changes, Battelle stated that it was impossible to develop the perfect formula. It is the concentration on the relatively insignificant problems and a few unusual cases that cause many serious criticisms of Impact Aid. Often, from the vantage point of Washington, looking out on the well-to-do suburban Maryland counties, it is easy to believe that the money is going where it is not needed. For school people, it is very discouraging to encounter statements about the wealth of Montgomery County when the school man from the average district is worried about keeping his district solvent and providing quality education. In fairness, Montgomery County and its neighbors represent only a small percent of the entire Impact Aid program. Also, the high per capita income of Montgomery County is not a relevant criticism. As stated above, this is general aid to support the program of all students, not categorical aid to go to the needy. When Montgomery County is considered, it is only fair to mention the example of China Lake and its Indian Wells Valley in California. China Lake has category A students only, and almost no property tax base. The low-wealth Indian Wells Valley has only non-military B students, but Indian Wells Valley would not exist as a school district without the China Lake Naval Weapons Center where the civilian employee parents work. In the whole group of Impact Aid districts, there are many more poor than rich districts.

Other recommendations made in the report about Impact Aid restructuring must be truly considered as inconsequential when compared to the overall justification of the program. Public Law 874 was designed to accomplish the objectives of providing support for the education of federal employee children, and the recommendations which center on adjusting the program to remove problems of under or overpayment; in particular, marginal areas do not really challenge the concept of the overall program. As an example, one report recommends that the category B payment be restricted to the primary wage earner. It is fervently hoped that school personnel are not placed in the position of being required to make this possibly invidious distinction between man and wife.

The researchers spent a long time, and had to reach far to develop proposals which could change the program; however, when the whole range of alternative recommendations available is considered, the reports by the limited scope of the proopsed changes validate the basic premises of the program.

Thus, we conclude that P.L. 874 is a defensible, though somewhat unusual, piece of federal legislation; that it is properly conceived in terms of relieving burdens imposed upon school districts that educate federal pupils; and that permanent payments to impacted areas under P.L. 874 can be justified. The burden as defined by P.L. 874 relates entirely to the needs of each district as expressed by its own level of effort. Thus, the burden tends to be greater in rich than in poor districts. This concept of burden does not take into account educational "needs," which may be measured in terms of some educational standards or goals. This task has been delegated to Title II, P.L. 89–10, *Financial Assistance to Local Educational Agencies for the Education of Children of Low Income Families*. (Stanford Report, p. 9)

STATEMENT OF DR. S. JOHN DAVIS, DIVISION SUPERINTENDENT, FAIRFAX COUNTY PUBLIC SCHOOLS

Mr. Chairman, Members of the Committee, I am Jack Davis, Superintendent of Schools for Fairfax County, Virginia.

I appreciate the opportunity to appear before you in support of impact aid as school people have known it over the years, and particularly to support passage of a five-year extension to PL 81–874, School Assistance in Federally Affected Areas.

It may be no secret to members of this Committee that Fairfax County, Virginia, is a major recipient of "impact" aid funds. Our proximity to the seat of Government, coupled with our geographic and population size, automatically places us in such a position.

Fairfax County is proud of its public school system, one of the largest in the Nation, with an enrollment of about 138,000 students currently. Included in our student population are approximately 2,000 children whose parents live and work on federal property, the familiar category "A" students. In addition, our schools provide a quality educational program for about 21,000 children of uniformed services personnel living off base, and for about 31,500 children of federal civilian employees. The latter two groups are the also familiar category "B" students. Thus, more than 40% of all pupils in our school system are there as a direct result of the federal presence in this area.

The Committee is well aware that the basic justification for payment of impact aid by the Federal Government is simple. It is made to school districts in lieu of taxes on federal property located in the district and to compensate local school districts for the "impact" that the children of military and federal civilian employees have on such school systems, i.e., impact on local school operating and school construction costs.

To illustrate: In the case of Fairfax County, our current year operating budget is about $142.7 million with almost 10% funded from federal impact aid. The impact of federally connected students also has certainly contributed to our school construction program of approximately $15 million to $20 million annually.

Please permit me to briefly summarize the status of impact aid entitlement for the current and next fiscal years: Congress, during its last session, passed two FY 1973 appropriation bills for HEW, both of which were vetoed by President Nixon. Either bill would have funded impact aid at least at the same level this year as it was last year. Under this formula, Fairfax County would have been entitled to an estimated $14.04 million. I am advised that, pending an approved appropriation for this year. HEW is being funded through a continuing resolution, based upon President's Nixon's FY 1973 budget request, under which impact aid is eliminated for category "B" civilian students. Under this formula, Fairfax County would be entitled to $8.44 million in impact aid funds, a decrease of $5.6 million from the FY 1972 formula.

Obviously, this reduction would have serious financial implications for Fairfax County. This is especially so as this school year is more than half over, and we do not yet know the true level of funding for 10% of our budget. I need not remind this Committee that teacher and supporting personnel payrolls must be met, and our other bills promptly paid, regardless of the apparent conflict between the Congress and the Administration. The result is the same, annually an inordinate delay in receipt of approved appropriations for impact aid. This situation is further complicated by President Nixon's apparent position to veto increased authorizations passed by Congress in this area and to impound funds if his veto is overridden.

The picture for FY 1974 is even more depressing. The President's budget proposal for the next fiscal year would slash impact aid by eliminating all category "B" payments. If this is done, Fairfax County would be entitled to a total of $1.36 million next year or a loss of $13.4 million from the formula used previously. Again, the President apparently has promised to veto and impound funds if Congress attempts to increase funding for this purpose. Such a position would almost guarantee that local school districts again would not know their FY 1974 impact aid funding levels until very late in that school year. I believe this method of funding a major federal program to education to be grossly inadequate.

The potential decrease in federal impact aid to be actually received by Fairfax County during FY 1974 would necessarily have to be offset by major decreases in expenditures and/or major increases in local support to education. Thus, the School Board's advertised budget for next fiscal year, now in publication, anticipates a potential cash deficit of $11 million as a result of loss of impact aid. To meet this potential deficit, the School Board has requested the Fairfax County Board of Supervisors to establish an $11 million contingency fund.

In summary, if the FY 1972 level of funding for impact aid is not restored, and assuming that the President's FY 1973 and FY 1974 budget requests become the actual funding criteria, Fairfax County will lose a total of $19 million in impact aid entitlement during these two fiscal years, with additional severe losses thereafter.

I believe that impact aid legislation is well conceived. Failure by the Congress to continue enabling legislation, adequately funded in a timely manner to recognize this federal responsibility to local jurisdictions, would, in my view, be a travesty of justice. To maintain an enlightened educational program, local school districts have little alternative but to raise property taxes, as unpalatable as that would be to an already overburdened citizenry. In Fairfax County, Virginia, a property tax increase of up to 44¢ on the local FY 1974 real estate tax rate (a 10% increase) could be the result of your failure to act.

I urge your approval of legislation to extend PL 81–874 for the full five-year period, adequately financed by subsequent (and timely) appropiration bills.

Thank you for this opportunity to express my views on this important subject.

Statement of Lawrence J. Hauge, Assistant to the Superintendent, Clover Park School District, Pierce County, Washington

I am Lawrence J. Hauge, Assistant to the Superintendent for Clover Park School District, Pierce County, Washington, and Chairman of Region 10 of the Association of Impact Area Schools encompassing 351 Federally impacted school districts in the states of Washington, Oregon, Idaho and Alaska.

It is a privilege to appear before your Committee to testify in behalf of Public Law 874.

As valuable as most Federal assistance programs are to the support of education in the common schools, much more vital to a school district's *basic* operation is Public Law 874 providing operational assistance to Federally impacted districts.

Clover Park School District, located in a prime Federal impact area, has received such Federal impact funds for 32 years. Within or adjacent to the district are Fort Lewis, McChord Air Force Base, United States Veterans Hospital at American Lake, Madigan General Hospital and United States Penitentiary on McNeil Island.

School enrollment is 13,900 pupils in kindergarten through grade twelve of which 7,146 (51%) are Federally connected—3582 living on Federal property and 3564 living off Federal property with a parent employed on Federal property.

The district is primarily suburban, residential area with little industry. About one half the district lies within Fort Lewis and McChord Air Force Base and is not taxable. As a result, the district's per pupil valuation for tax purposes is less than ***half*** the statewide average for first-class districts. Therefore, in spite of consistent support from the district's voters (they have only turned down one special levy in 32 years), there is no way the district can maintain a comparable program with its neighbors without additional help. That the district enjoys a good reputation for basic academic excellence is in large part due to Federal assistance received over the years beginning in 1941 and continuing since then.

Two of the most pressing problems common to most Federally impacted districts are: (1) Low valuation per pupil for tax purposes; and (2) An unusually high turnover of students.

As with Clover Park, hundreds of other districts throughout the four state region I represent here today are dependent upon the 3b provisions of Public Law 874 (a parent works on Federal property, but does not live on Federal property) for the two basic reasons cited.

For every Montgomery County, which detractors of impact aid love to cite—however wrong they may be, there are 100 Richland School Districts; and for every Prince Georges County there are 100 more North Kitsap School Districts.

The Richland School District in the southeastern corner of the State of Washington is a creature of the Atomic Age. The major factor in the economic life of the City of Richland is the Atomic Energy Commission and its various contractors. Although the school district is no longer directly linked to the AEC, the parents of most of its 7081 pupils reside there because of the Commission's activities. As a result, financial support of the schools rests heavily upon PL 874 monies.

Of the 473 square miles in Richland School District, approximately 322 square miles (75%) are Federal reservation. Within the remaining 25% of non-reservation area, over one-fourth is tax exempt because of governmental regulations.

In spite of the fact 75% of the Richland School District is on Federal reservation there are only 23 Category 3a students (parents living and working on Federal property), whereas there are 3679 Category 3b students—better than 50% of the student enrollment. It doesn't take much imagination to perceive the effect the demise of Section 3b payments will have on this community if the recommendations of the Administration are followed.

I have with me, Mr. Chairman, a letter from Richland School Superintendent Robert Iller which will document the problems I have described. I request that this letter be included in the record with my testimony. Furthermore, I ask you to consider the examples of North Kitsap School District and Central Kitsap School District in the Puget Sound region of Washington State.

Last Friday, newspapers in our area announced, "Bangor will be First Trident Base." The next day the headline read, "Bangor Braces for New Injection of Jobs, Money." What the headline should have said, of course, was, ". . . Jobs, Money and *Kids*."

The Northwest is honored and pleased to be selected for the location of this new submarine installation—virtually adjacent to the Puget Sound Navy Yard in Bremerton. And, the Northwest is happy for the five-year construction program related to it which will employ some 7000 workers by 1975–76. While local business men are elated with the new project, the school superintendents of North and Central Kitsap School Districts, where the greatest student impact will be felt, are understandably concerned. Already faced with critical 3b cutbacks in Public Law 874, they are wondering what the future will mean if Congress acquiesces to Administration wishes to eliminate Section 3b students from future Public Law 874 considerations.

A boost to the local economy of this magnitude is most welcome, but the building which would otherwise significantly raise the assessed valuation for property tax purposes—the source of funding for Washington schools, is on non-taxed property. The homes or mobile home courts to be built for the new construction workers and ultimately the civilian workers will in no way cover the cost of housing and educating the influx of children.

Additionally, of course, the high pupil turnover rate will force upward the cost per pupil.

I could cite dozens more examples of where school districts are caught in a bind because of circumstances related to Federal activity beyond their control. Districts such as Oak Harbor, Bremerton, South Kitsap, Franklin Pierce, Bethel are only names to members of this committee, but each has a problem virtually as great as those cited above and similar to districts in your own constituency.

Public Law 874 is the only source of Federal funds that keeps impacted districts on a par with others in the state.

This program of support is so well established, so well administered, and allows such flexibility to local boards in meeting local needs, that we respectfully ask Congress to consider giving Public Law 874 an extended life. Without a significant multi-year extension, the continual uneasiness besetting districts such as ours results in serious questions of program stability.

We say, emphatically, the basic provisions of the law are excellent. We earnestly request that the law be extended principally in its present form.

STATEMENT OF DR. WILLIAM F. DUNCAN, SUPERVISING PRINCIPAL, HIGHLAND FALLS CENTRAL SCHOOL, NEW YORK

IMPACT

The simplest path to understanding the impact of the United States Military Academy at West Point on the Highland Falls Central School District is to look at the map on the facing page. The shaded portion represents the 1700 acres left on the tax roll out of the 21,000 acres total land area of the district. Very little of the 1,700 acres is vacant land so that the possibility of community expansion is slight at best. Approximately 7,000 persons reside in this area and the school district currently has an enrollment of 1,524 students in grades K–12.

The loss of land has left the school district with a very narrow tax base. Whereas the average True Value per resident student in school districts throughout New York State is $36,200, the true value per resident student in Highland Falls is only $20,293. So limited is this tax base that employing a single additional teacher causes the local tax rate to increase by $1 per thousand dollars of assessed valuation.

THE "A" AND THE "B" STUDENT

At the present time there are 208 section 3a students attending Highland Falls High School and 450 section 3b students in the district. An analysis of the financial data for the 3a students reveals at once that they cost the district money. Indeed, part of this cost is inherent in the method used to determine the rate of payment for each student. That is to say, the rate is based on one-half the average cost of educating a student two years ago. Furthermore, in our district we are educating only the high school students from West Point because there is a Section 6 elementary school maintained on the Post. It has long been recognized that it is more expensive to educate a high school student than it is to educate an elementary student, but the payment rate does not recognize this difference. The present funding method of paying only 90% of entitlement for 3a students unless their number is 25% or more of a district's population works an additional hardship on Highland Falls because there is no way that our 3a student population can reach the 25% figure since we only receive the high school students. At the same time they represent 30% of our high school population and their number remains fairly constant. Moreover, part of the payment is made in the school year in which the cost is incurred and part in the next.

Perhaps a comparison between what is received for our 3a students and what we would receive if they were actually paying the cost of their education would serve to illustrate the point best.

The tuition rate used here is obtained through a formula developed by the New York State Education Department, based on the actual costs of educating a high school student exclusive of State Aid.

SCHOOL YEAR 1971–72

Tuition payment basis

Students enrolled	208
Tuition rate	×$971
Total entitlement	$201,968.00

Public Law 874 payment basis—208 students enrolled

In ADA	1939
Payment rate	×$632
Entitlement	$122,544.80
Prorated (percent)	×90
Prorated entitlement	$110,290.32
Payment authorized (percent)	×90
Actually received 1971–72 school year	$99,263.00

It is obvious at once that there is a difference of $90,000 between the actual cost as represented by the tuition based figures and the amount receivable under PL–874. Moreover, the entire amount on the tuition basis would be collectable in the year in which the students attended the school. To this date the balance of the pro-rated entitlement for the 3a students for the 1971-72 school year has not been received by the district.

While there is more than adequate justification for the 3b students in terms of the burden created by the Federal Government, it is of more than passing interest to consider the funds received for the 3b's in light of the above information on the 3a students.

3b students—school year 1971-72—450 students enrolled

In ADA	419.5
Payment rate	×$316
Entitlement	$132,562.00
Prorated (percent)	×73
Prorated entitlement	$96,770.00
Payment authorized (percent)	×90
Total received 1971-72	$87,093.00

It is clear that the amount receivable for the 3b students in Highland Falls would just barely make up the difference between the cost of educating the 3a students and the funds received for them.

THE CONTINUING BURDEN

Certainly nothing is going to change with respect to the impact of the U.S. Military Academy on our school district. Any reductions in our income would place us in an untenable situation. For a moment let us consider what would happen if the oft-attempted move to eliminate the "B" category students were to succeed. The $100,000 scheduled to be received this year, which is now in dispute, would have to be made up in local money in next year's budget. In addition, another $100,000 would have to be made up in local money in next year's budget to fill in the vacuum created by the loss of the 3b money. Thus, in a single year, $200,000 more would have to be raised in local taxes before any consideration is given to the normal budget increases. Permit me to use as an example, my own home which is a 4 bedroom home built on a lot which measures 80 feet by 100 feet and is assessed at $11,000. The local tax rate would go up $16 per thousand and my own school taxes would jump $176 before the increases in salaries, retirement, Social Security, supplies, transportation, debt service and maintenance are figured.

During the past four years we have done many things to effect economies, despite the fact that we now have 200 more students than we had then. We have eliminated the following positions: 1 Guidance Counselor; 6 Teachers; 1 District Head Custodian; 1 Stenographer; All Teacher Aides. We have also phased Latin out of the curriculum and dropped Home Economics.

As we look ahead, the options open to us if the financial squeeze intensifies are not good. There is no way that we can convince our local citizenry to accept and support school tax increases amounting to several hundred dollars in one fell swoop. At the same time we must continue to provide the children with an education that will enable them to become productive, reasoning citizens in an increasingly complex society.

For years our citizens have been asking us this question, "Why should I pay more school taxes just so as to give a free education to children whose parents pay nothing in local taxes and little if anything in State taxes?" This has always been difficult to answer satisfactorily, particularly to a person who adds, "Yes, and they took my house away from me, too!"

Unless PL-874 is continued in its present form this question will be unanswerable.

I would like to take this opportunity to thank the Committee for permitting me to come before them and present this material. I trust that it will be helpful in your deliberations.

STATEMENT OF DR. HOMER O. ELSEROAD, SUPERINTENDENT OF SCHOOLS MONTGOMERY COUNTY, MD.

My name is Homer O. Elseroad. I am Superintendent of Schools, Montgomery County, Maryland.

I am pleased to testify today in support of H.R. 69, a bill to extend Impact Aid for five years beyond June 30, 1973.

I. HISTORY

The problem of insuring access for federally connected children to free public education dates back to 1841 when the Supreme Judicial Court of Massachusetts in an advisory opinion noted that certain residents of federal reservations were not entitled to the benefits of the common schools for their children in the towns in which the federal lands were situated.

The history of the varied treatment of federally connected children is traced from 1841 through the depression of the 1930's by Jesse Burkhead in his book, Public School Finance, (Syracuse: Syracuse University Press, 1964).

In 1937, the unsettled educational plight of federally connected children received national recognition by the President's Advisory Committee on Education which urged appropriations adequate to give the affected children the right to an education free from tuitional costs to the individual and comparable in quality, so far as possible, to the public schools maintained by the states.

Burkhead concludes ". . . Thus, the question of responsibility for providing elementary and secondary education for federally connected children may be said to have mounted to national proportions as a repercussion of the governmental adjustments in the depression and then, more emphatically, the larger changes that preceded United States military engagements in World War II."

In 1940, Congress passed the Lanham Act which authorized the Federal Works Administrator to pay annual sums in lieu of taxes to any state or political subdivision with respect to real property, the basis for these payments being that federal property cannot be taxed by state and local government. The Lanham Act was extended and amended until 1947 when a continuing need for federal aid in support of federally connected children was recognized. "The continuing peacetime requisite was for measures to meet needs that were already visible before World War II and which, in many cases, had not been touched by the Lanham Act—that is, to make public schools accessible to children living on tax-exempt federal properties, often outside any school district."

In 1947, ". . . half a dozen identical bills were introduced proposing to authorize the Office of Education to administer a permanent, enlarged program for children residing on federal property for which no real property taxes or tax equivalents were paid." From 1947–1949 year-to-year extensions of the Lanham Act were passed by Congress until comprehensive legislation could be passed.

In 1949, the Chairman of the House Committee on Education and Labor appointed two subcommittees which issued a 149 page joint report in early 1950 with a recommendation for action. "The subcommittees were convinced that federal government activities imposed severe financial burdens on a considerable number of school systems—burdens so severe that in many cases, children were deprived of minimum educational opportunities. . . . Conceived in peacetime as a long-term adjustment of intergovernmental relations," federal aid for federally connected children became urgent with the advent of the Korean War in June of 1950. The Congress passed P.L. 815 on September 15 which was signed by the President on September 23, 1950. P.L. 874 was passed on September 20 and signed on September 30, 1950.

II. JUSTIFICATION

The program of federal aid for federally connected pupils is based on two facts. First, parents are attracted to federal employment and expect their childern to be educated in local public schools; and second, federal property is exempt from state and local taxes. When a family buys a residence in a community and works on federal property, the education of the federal worker's children falls on the school system of residence. This is a financial burden to the local school district.

How does the school system raise the revenue to provide school services for federally connected children? Mainly through the property tax.

Who pays property taxes? Residents of homes and apartments on the one hand and employers who own commercial and industrial property on the other.

"A" category children are those whose parents live and work on federal property. The reimbursement of 100 percent of the local contribution rate is justified to reimburse the cost of their education in local public schools because neither the residence nor the employers's property are taxable.

Why is the "B" category pupil justified? Because "B" pupils are lacking 50 percent of the normal financial support: the employer's share of property tax revenue is missing since federal property is tax-exempt. Specifically, federal tax exempt property in Montgomery County according to a 1972 State Department of Assessments and Taxation report amounted to $284 million. This valuation times a school tax of $2.27 per $100 would produce $6.4 million in revenue for our public schools—an amount about equal to P.L. 874 revenue.

III. USES OF FEDERAL IMPACT AID

Critics of this program are mistaken when they say that federal Impact Aid does not go to educate culturally deprived children. Any school system which is federally impacted can and does spend these federal funds on all the children in the school district, including culturally deprived.

Critics of this program are mistaken when they say that federal Impact Aid does not go to educate handicapped children. Any school system which is federally impacted can and does spend these federal funds on all the children in the school district, including handicapped children. In short, federally connected children are granted all the programs open to non-federally connected children under this program.

IV. ALL TAXPAYERS BENEFIT FROM IMPACT AID

Who benefits from Impact Aid? Wealthy, as well as not-so-wealthy, taxpayers benefit from Impact Aid. If Impact Aid is terminated on June 30, 1973, every school district in America which formerly received federal funds to educate federally connected children will have to raise property taxes on residences in order to finance the burden caused by federally connected children. Wealthy taxpayers can more easily afford to pay the resulting property tax increase; the poor cannot afford to pay more property taxes.

Wealthy taxpayers can deduct the resulting increased property taxes from their federal income tax; the poor rarely itemize deductions.

Obviously, the shift from the more progressive federal income tax to the less progressive property tax is poor public policy. The goal should be to relieve the pressure on the local property tax, not increase it.

V. STUDIES

There have been two major studies made of the impact area aid program; for each study Congress appropriated $200,000.

The first study, Impacted Areas Legislation Report and Recommendations was prepared for the Subcommittee on Education of the Committee On Labor and Public Welfare, United States Senate by the Office of Education, U.S. Department of Health, Education, and Welfare and is dated August, 1965.

The Commissioner determined that the proposed study should be made by a professional research organization not connected with the administration of the two acts. He requested funds for a study and Congress appropriated $200,000 for it. On November 23, 1964, a contract for the project was concluded with the Stanford Research Institute. On June 4, 1965, the institute submitted a two-volume report to the Commissioner.

The Stanford study group interpreted the intent of Congress in passing Public Laws 815 and 874 to be (1) that the Federal payments should be confined to compensating local educational agencies for financial burdens imposed on them by the Federal activities enumerated in the acts, and (2) that such Federal payments should not exceed the federally created burdens on the school districts."

Major Findings

(a) Financial burdens are created for local school districts by Federal activities of the types covered by the two acts.

(b) It is possible to determine each district's financial burden.

(c) The financial burdens created by the establishment of a Federal project are not restricted to the project's initial impact, but are continuing burdens.

(d) Financial burdens created by Federal activities vary from district to district.

Thus, we conclude that P.L. 874 is a defensible, though somewhat unusual, piece of federal legislation; that it is properly conceived in terms of relieving burdens imposed upon school districts that educate federal pupils; and that permanent payments to impacted areas under P.L. 874 can be justified. The burden as defined by P.L. 874 relates entirely to the needs of each district as expressed by its own level of effort. Thus, the burden tends to be greater in rich than in poor districts. This concept of burden does not take into account educational "needs," which may be measured in terms of some educational standards or goals. This task has been delegated to Title II, P.L. 89–10, *Financial Assistance to Local Educational Agencies for the Education of Children of Low Income Families.*

The Stanford report in addition to a broad study of all impact school systems included an in depth study of five school districts. One of the five districts selected for in depth study was Montgomery County, Maryland. I would like to cite a few of the comments included in the report on Montgomery County.

Reasons for Selection of Montgomery County

Montgomery County, Maryland, was selected as an area for case study for a number of reasons: (1) location within the Washington, D.C., metropolitan area; (2) rapid yet sustained growth over the period of the P.L. 874 and P.L. 815 programs; (3) large number and percentage of pupils qualifying for P.L. 874 and P.L. 815 aid; (4) large number of federal facilities, including a substantial number of nonmilitary federal employers; (5) the fact that the county and school district are coterminous; (6) high income and suburban characteristics of the area; (7) large demands placed on public schools; and (8) large local effort to meet educational demands and expectations from the public school system. It was hoped that by studying the Montgomery County Public Schools that greater insight could be gained into the operation of the P.L. 874 and 815 programs in suburban Washington and in other areas with social, economic, and educational characteristics similar to those of Montgomery County. Conclusions of more general applicability might also be reached on the basis of this case study.

It is not surprising that Montgomery County residents also have high expectations, and place greater than average demands on their public schools.

Essentially all the funds received under P.L. 874 are for students whose parents work on, but do not live on, federal properties.

From these comparisons, it seems clear that the receipt of P.L. 874 funds has not significantly diminished local fiscal effort in Montgomery County; to the contrary, local effort has remained at a high level relative to the state.

P.L. 874 funds, as they are received by the Montgomery County Public Schools, become a part of general operating funds and are not earmarked or expended for any specific purpose.

Because of its relatively large enrollment and high percentage of students which are federally connected, Montgomery County receives a substantial amount of P.L. 874 funds each year. Nonetheless, on the basis of calculations made for FY 1962–63, P.L. 874 receipts do not equal the costs of educating federally connected students.

VI. SUMMARY

In summary, we support H.R. 69 which would extend Impact Aid for five years beyond June 30, 1973 because it is based on sound recognition that federal activity places a financial burden on local school systems who must provide a free public education for federally connected children.

Private employers pay taxes on their properties and that tax supports the schools. The federal government should accept the same responsibility where it owns large real property holdings. Thus, it is only fair for the federal government to pay local property tax or provide the equivalent in some other manner—P.L. 874 is the vehicle for doing this.

Simple equity requires the continuation of the Impact Aid program as now written including federal reimbursement for both "A" and "B" pupils.

Reference is made to the attached statistical data.

MONTGOMERY COUNTY PUBLIC SCHOOLS—STATEMENT OF $6,423,140 DEFICIT RESULTING FROM APPLICATION OF THE PRESIDENT'S PROPOSAL FOR PUBLIC LAW 874, 1973

	Present				Proposed				
			Entitlement				Entitlement		
	ADA	Rate	Percent	Amount	ADA	Rate	Percent	Amount	Deficit
Category A	127	641.36	90	$73,307	127	641.36	100	$81,452	$8,145
Category B:									
Uniformed services	1,155	320.68	73	270,381	1,155	320.68	100	370,385	100,004
Nonuniformed services	27,900	320.68	73	6,531,289	0	0	0	0	6,531,289
Total				[1] 6,874,977				451,837	6,423,140

[1] Have been using $6,100,000 as revenue figure for fiscal year 1974 anticipating that full funding may not occur.

MONTGOMERY COUNTY PUBLIC SCHOOLS, MARYLAND

	1967-68	1968-69	1969-70	1970-71
Assessed valuation:				
Montgomery County	$2,630,780,169	$2,829,546,635	$3,118,448,000	$3,400,000,000
State	$14,037,875,146	$14,966,568,740	([1])	([1])
Percentage assessed to market valuation:				
Montgomery County	55	55	55	55
State	54	54	([1])	([1])
Current expenditures: [2]				
Montgomery County public schools	$82,615,535	$98,956,831	$114,942,656	$131,003,064
State	523,511,791	612,841,674	([1])	([1])
Enrollment K-12, Sept. 30:				
Montgomery County public schools	116,017	121,449	124,971	127,765
State	825,054	858,763	890,232	920,100
Assessed valuation per pupil:				
Montgomery County	$22,676	$23,298	$24,953	$26,611
State	17,014	17,428	([1])	([1])
Current expenditures per pupil: [2]				
Montgomery County public schools	712	815	920	1,025
State	635	714	([1])	([1])
Revenue: [3]				
Local funds	56,419,835	70,858,515	87,953,228	100,797,111
State funds	20,455,069	21,905,885	22,917,330	25,998,667
Federal impact funds	5,418,861	5,828,247	5,215,040	6,783,840
Federal other funds	2,598,474	2,538,454	215,040	1,064,624
Incoming transfers	25,644	146,169	27,600	41,600
Total	84,917,883	101,277,270	116,328,238	134,685,842
Per pupil current expenditure in absence of Federal impact:				
Montgomery County public schools	665	767	878	972
State	607	684	([1])	([1])
Public Law 874 (ADA):				
A pupils at 100 percent	169.00	174.00	[3] 174.00	[3] 174
B pupils at 50 percent	16,015.50	15,978.00	[4] 15,978.00	[4] 15,978
Total	16,184.50	16,152.00	[4] 16,152.00	[4] 16,152
Local contribution rate	$352.44	$410.03	$416.61	$420
Entitlement 100 percent				6,783,840

MONTGOMERY COUNTY PUBLIC SCHOOLS, MARYLAND—Continued

	1967-68	1968-69	1969-70	1970-71
H.R. 16307 (estimated):				
A pupils at 100 percent				174
B pupils:				
In county at 40 percent				4,365
Out of county at 20 percent				4,208
Absorption				1,000
Total				7,747
Estimated rate—60 percent U.S. average				436
Entitlement 100 percent				3,377,692
Deficiency				3,406,148

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[1] Not available.

[2] Includes the following functions or categories: 1. Administration; 2. Instruction; 3. Pupil personnel services; 4. Health services; 5. Pupil transportation; 6. Operation of plant and equipment; 7. Maintenance of plant; 8. Fixed charges.

[3] Includes total revenue for functions or categories 1 through 14.

[4] 1968/69 survey used for 1969/70 and 1970/71 while total enrollment is increasing the number of federally connected pupils is remaining constant.

FEDERAL PROPERTIES LOCATED IN MONTGOMERY COUNTY AS REPORTED UNDER P.L. 874—TOP 12 BY NUMBER OF STUDENTS

	Number of students
1. National Institutes of Health, Bethesda, Maryland	3489
2. National Bureau of Standards, Gaithersburg, Maryland	1514
3. Atomic Energy Commission, Gaithersburg, Maryland	1307
4. National Naval Medical Center, Bethesda, Maryland	1113
5. Naval Ordnance Lab, White Oak, Maryland	997
6. Army Map Service, 6500 Brooks Lane, N.W. (includes buildings at 6101 McArthur Blvd., Montgomery County, Md	764
7. Johns Hopkins Applied Physics Lab, Silver Spring, Maryland	651
8. Naval Ship Research & Development Center, Carderock, Md	622
9. National Library of Medicine, Bethesda, Maryland	111
10. Federal Reg. Center Office Civil Defense, Olney, Md	92
11. Walter Reed Army Medical, Forest Glen, Maryland	89
12. NIH Animal Farm Center, Poolesville, Maryland	38

STATE DEPARTMENT OF ASSESSMENTS AND TAXATION (MONTGOMERY COUNTY, MD.)—USA EXEMPT PROPERTIES, 1972 LEVY

District	Number of accounts	Name	Location	Acreage	Land assessments	Improvement assessments	Total assessments
1	5	Unimproved land	Riggs and Snouffer Rds., Laytonville	40.19	$44,670		$44,670
3	2	National Institutes of Health	River Rd. and Elmer School Rd., Poolesville	512.781	182,900	$230,000	412,900
3	1	C. & O. Canal	Seneca to Little Monacacy River	405.63	60,810		60,810
4	1	Post office	Corner Washington St. and West Mongomery Ave., Rockville	.63	64,420	43,600	108,020
4	2	Army Reserve Building	Norbeck Rd. at Broadwood Dr., Rockville	4.0	60,000	256,100	316,100
5	8	Naval Ordinance Laboratory	New Hampshire Ave. at Schindler Dr., White Oak	645.28	11,179,010	31,739,600	42,918,610
6	1	Nike Station	Route 28 and Muddy Branch Rd	10.18	50,900		50,900
6	1	C. & O. Canal	Watts Branch to 1 mile west of Seneca	153.15	183,780		183,780
7	157	George Washington Parkway, MacArthur Blvd	D.C. Line to Persimmon Tree Rd	254.6205	2,304,590	184,600	2,489,190
7	2	Post office	Corner Wisconsin and Montgomery Aves. Bethesda and Glen Echo	1.666	161,990	74,400	236,390
7	8	National Institutes of Health	Wisconsin Ave. north of Bethesda	285.6035	7,140,060	71,726,900	78,856,960
7	7	Naval Medical Center	Wisconsin Ave. and Jones Bridge Rd. north of Bethesda	180.8905	4,537,330	28,529,600	33,066,990
7	7	Army Map Service	Sangmore Rd. Near MacArthur Blvd	41.5354	1,033,560	11,594,200	12,627,760
7	39	Miscellaneous lots	Glen Echo subdivision	16.299	193,890		193,890
7	1	C. & O. Canal	D.C. line to Persimmon Tree Rd	195.86	195,860		195,860
7	2	Residences	6601 Kennedy Dr., Bethesda and Bradley Blvd	1.171	27,720	93,700	121,420
7	1	Wiscon Building	7550 Wisconsin Ave., Bethesda	.3182	153,560	1,239,600	1,393,160
8	1	Nike Station	Gregg and Hobbs Rds., Olney	9.05	15,380		15,380
9	1	USA Observatory	James St. opposite Gaithersburg	2.307	18,460	14,100	32,560
9	9	Bureau of Standards	Gaithersburg-Quince Orchard Rd., west of Route 70-S	555.58	8,333,710	51,188,300	59,522,010
9	2	Atomic Energy Commission	Southwest corner Rtes 70-S and 118 near Germantown	111.27	1,335,240	8,600,900	9,936,140
9	3	Nike Station	Muddy Branch Rd. off Rte. 28	24.834	99,900		99,900
9	1	Radar Station	Snouffer School Rd. near Montgomery Airpark	18.29	43,900		43,900
10	2	USA Biological Center	Rte. 495 and Potomac River	62.059	310,300		310,300
10	4	Naval Ship Research & Development Center	MacArthur Blvd. near Glen Echo	131.110	796,280	26,087,600	26,883,880
10	1	Short Island	Potomac River	8.0	3,200		3,200
10	2	Vasco Island	Potomac River, opposite Naval Ship Research & Development Center.	57.125	241,180		241,180
10	1	Herzog Island	Potomac River, end of Brickyard Rd	5.125	2,050		2,050
10	39	George Washington Pkwy. and MacArthur Blvd	Persimmon Tree Rd. to Great Falls	1,211.25	4,578,410	1,400	4,579,810
10	1	Sherwin Island	Potomac River opposite Angler's Inn	22.9	9,160		9,160
10	1	C. & O. Canal	Persimmon Tree Rd. to Watts Branch	235.28	1,176,400		1,176,400
10	2	Great Falls Park	End of MacArthur Blvd. at Potomac River	41.2549	153,470	71,700	225,170
11	1	C. & O. Canal	Little Monocacy Rd. to Frederick Co. Line	2.75	820		820
13	1	Post office	Georgia Ave. between Wayne Ave. and Bonifant St. Silver Spring	.3837	115,330	92,900	208,230
13	1	Johns Hopkins Physics Laboratory	Georgia Ave. between Colesville Rd. and Cameron St., Silver Spring.	1.480	593,120	756,700	1,349,820
13	4	Walter Reed Annex	Linden Lane Forest Glen	202.937	1,555,120	4,214,900	5,770,020
		Total (number of accounts, 322)		5,452.72	46,956,570	236,740,800	283,697,370

STATEMENT OF HOWARD CROSS, ADMINISTRATIVE ASSISTANT TO THE SUPERINTENDENT OF SCHOOLS, FAIRBORN, OHIO

I am Howard Cross, Administrative Assistant to the Superintendent of Schools in Fairborn, Ohio, representing Superintendent Mr. Robert R. Ritchie, and our Fairborn Board of Education.

The Fairborn City Schools are located in Greene County, Ohio and encompasses the majority of the Wright-Patterson Air Force Base, one of the major Air Force installations in the United States and the world.

Wright-Patterson Air Force Base will have an additional 800 housing units on base in the next two years. 300 of these units are now completed and occupancy is in progress. Five hundred more housing units are out for bid.

By some standards Fairborn is not a large city school district. Our student population is 9463 pupils. Currently there are 3782 Federally connected pupils in our total K–12 enrollment which represents an impaction of 39%

However, we also have 3457 pupils which are classified "B" pupils under the provisions of P.L. 874. Of these 3457 pupils 1432 are dependents of members of the uniformed services while the remaining 2025 "B" pupils are dependents of civil service employees.

Nearly all news reports related to the reduction or elimination of the provisions of Impact Aid are spelled out in dollars and cents to fit a budget. My plea is to consider the P.L. 874 expenditures in terms of the educational needs of youngsters. One only has to read the daily papers to know there is a national financial crisis facing our public schools. Youngsters do not need disrupted school years, and reduced programs.

Greene County, Ohio has approximately 40% of real property exempted from taxation. The total amount exempted in Green County is $162,537,630—the Federal Government's part of this amount is approximately $115,202,030 which clearly indicates the reason we have a very low tax base and per pupil valuation. Therefore, the local taxpayers must assume a heavier burden to have services which are needed, including a good educational program.

During the 1971–1972 school year the Fairborn City Schools general operating fund totaled $5,939,401. Of this total the Fairborn Schools were entitled to $713,175 under P.L. 874 and received $512,368 because of proration. Instead of receiving 12% of our general fund from P.L. 874 we received 8.4%. (The State Foundation Program provides 51% of our operating funds and our local portion was 41.6%.)

To us, our community has absorbed their fair share in the loss of impact revenues. Only one time in the past eighteen years have the citizens of Fairborn not supported a tax increase and this occurred in 1970.

Another financial factor facing our Ohio Schools this year is the effect of "reappraisal". Two years ago reappraisal was conducted in Ohio and our schools were protected for one year from loss due to reappraisal. However, this tax year Fairborn City Schools stand to have their State Foundation money reduced by $188,500 which equals 2 mills on our tax duplicate. Couple this loss of State Foundation money with the reduction of payment on "B" pupils and you can readily see our schools face severe cutbacks in people or programs. Our loss for FY73 for 3B civilian pupils will be about $317,926 or an additional 3 mills on our tax duplicate.

The basic premise of P.L. 874 and 3B pupils allows for a differential of payment. Impact schools cannot absorb more cutbacks. Both civilian and military parents come to our schools and expect programs similar or equal to a previous base. The Air Force C.H.A.P. (Children Have A Potential) is an example. The impact money is intended to follow the child and help meet the federal obligation in educational terms.

With federal dollars being reduced and local taxes, property and income, on the increase, the federal government is not meeting its obligation in reducing the provisions for the B pupils in Impact School Districts.

In 1969 the Congress received the Battelle Study of P.L. 874 and P.L. 815. In Section 5–3 of that report the following statement was made: "Battelle can find no logic to exclude payment for all "B" pupils."

If one examines housing practices around military installations, it is quite evident that "off-base" housing is desired where it serves the government. This saves land purchase, construction, and maintenance. Sometimes bases bring on the establishment of trailer courts—which are normally of low tax evaluation, but the pupils are there to educate. Where this development occurs, the "B" payment for Impact children also constitutes a more economical method financing the educational responsibility.

In Ohio, non-resident military personnel do not contribute to the State Income Tax, by law. Having shopping privileges at Base Exchanges and other Base businesses, military personnel do not pay sales tax, state gasoline tax, entertainment tax, and liquor tax, which all support the state and local services including public schools. This same situation also exists in other states which are educating the "B" category youngsters.

Reviewing the past, the Congress has wisely seen the justification and practical logic for the authorization legislation to continue the provisions of "B" category pupils. If authorization is not continued and Impact cmmunities acorss the nation must reduce educational programs, the loss will not be made up.

Considering the entire State of Ohio, Fairborn has the highest percentage of 3B pupils of any district in the State of Ohio. Therefore, we respectfully join the Impact School Districts across our nation in urging that you recommend continuation of P.L. 874 and P.L. 815 without crippling amendments or restrictive legislative language.

Is it not reasonable to expect that the public schools' obligation to educate the Impacted students be matched with fiscal obligation on the part of the Federal Government?

Statement of Wayne Township Schools, Dayton, Ohio

The Wayne Township School System is a suburban district located in the north east quadrant of the Dayton-Montgomery County Ohio area. The district is primarily residential, servicing the residency needs of Wright Patterson Air Force Base personnel. The pupil base has been increasing each year since 1953. The present enrollment is 8658 students as compared to 524 students nineteen years ago. Annual pupil growth is between 250 and 400 which prompts the need for a continuous building program.

Students qualifying under PL874 comprise approximately 28% of the total enrollment. This percentage of impaction has been rather constant for the last few years. The district is confronted with a 15% turn over in student population each year.

Operational funding for the Wayne Township Schools has always been clouded in a high degree of uncertainty due to the sporadic nature of PL874 payment. Compounding this problem currently is the general reappraisal of real property in Montgomery County, Ohio which will affect our State School Foundation revenue beginning July, 1974. The following table is presented for operational funding clarification:

	1971		1972		1973 (estimate)		1974 (estimate)		1975 (estimate)	
	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent
Real estate and tangible personal property	$2, 200, 941	46	$2, 380, 910	37	$2, 393, 600	38	$2, 502, 400	41	$2, 611, 200	42
School foundation	2, 226, 000	46	3, 626, 112	56	3, 653, 237	58	3, 520, 000	57	3, 440, 000	56
Public Law 874	250, 744	5	324, 719	5	[1] 150, 000	2	00	0	00	0
Miscellaneous receipts	138, 595	3	140, 332	2	100, 000	2	100, 000	2	100, 000	2
Total	4, 816, 280	100	6, 472, 073	100	6, 296, 837	100	6, 122, 400	100	6, 151, 200	100

[1] 3B1 pupils only.

The newly enacted Ohio State Income Tax precludes the possibility of an increase in real estate taxes t ocompensate for the Wayne Township School's operating revenue loss from state and federal sources. A provision for a 10 percent reduction in property tax is included in the state income tax legislation. however, the remaining property tax bill, coupled with the income tax payment, requires an annual tax outlay for Ohio property owners far in excess of the dollar requirement prior to state income tax enactment.

For example: A property owner in Wayne Township earning $12,000 annually paid a property tax bill of $400 in 1971. In 1972, he paid a property tax of $400 less 10 percent or $360. However, the state income tax was collected in 1972 which represented an additional tax outlay of approximately $200. Thus, the property owner actually paid a combined tax bill of $560 in 1972.

In closing, the extension and 100 percent funding of PL 874 is vital to the economy of the Wayne Township School District. The dual loss of state foundation and PL 874 funds will place an unreasonable burden on the local economy. Without question, unless we receive continued Federal funding for school operation, serious fiscal consequences lie before us.

Statement of Kenneth E. Cierpial, Chairman, School Committee, Chicopee Public Schools, Mass.

Honorable Chairman and Members of the Committee:

I sincerely wish to thank the Chairman and members of this Committee for the opportunity of appearing before you to present information in support of P.L. 874 which is of extreme importance to my local school district of Chicopee, Massachusetts, of extreme importance to the Commonwealth of Massachusetts, and of extreme importance to the New England area and the entire nation.

The Federal Government took by condemnation 3,140 acres, approximately five square miles of land located in Chicopee for the purpose of constructing an airfield now known as Westover Air Force Base. The taking of this land, naturally, resulted in the assessed valuation in income to the City being reduced. Public Law 874 greatly assists in the area of local financing of schools.

Without going into a lengthy detail as to the effect this law has upon the fiscal structure in the city of Chicopee, our student enrollment as of this past October was 12,615, of which 2,843 or 22.6 per cent were Federally-connected students: 2,231 residing on Federal property; and 612 pupils whose parents are employed on Federal property but the pupil not residing on Federal property.

Chicopee has been penalized in that the total of "A's" has been less than 25 per cent of the school enrollment in the district.

We feel that the education received by the students of military personnel is equal in quality to those residents of the city of Chicopee. Our per pupil expenditure is equivalent in both cases, yet Chicopee receives 90 percent Federal reimbursement to educate these students.

The parents of students classified in the "B" category are employed on military property that does not produce local taxable revenue. Their place of residency, in a majority of cases, is outside the State, eliminating a taxable source of revenue.

However, P.L. 874 reimburses Chicopee 50 per cent of our full entitlement on Class "B". Yet, Chicopee expends $620.63 per pupil in order to educate all residents in the City.

Under the present P.L. 874 legislation, the city of Chicopee has been authorized an entitlement for fiscal 1974, amounting to $1,298,247.00, to be used in reducing local taxation for the general maintenance of the schools. The total budget amount requested from January to December 1973 is $11,400,317.14. Without P.L. 874 funds, it would be necessary to increase the local real estate tax approximately $15 to offset this loss. Because of increased school costs, a tax increase is evident this current year. A reduction in P.L. 874 would further compound this problem.

Elimination or reduction in P.L. 874 would be foolhardy and create further financial problems for the city of Chicopee.

The loss of P.L. 874 would create a chaotic local tax condition, and I am certain this is true of many communities and school districts across the nation. In Massachusetts alone, there are four districts receiving P.L. 874 money in excess of $1 million. They are: Chicopee, Bourne, Ayer, and Boston. The local communities of the Northeast, having Federal installations located in and near them, have come to depend upon P.L. 874 funds to provide quality education. This law should be extended and full funding provided.

In the six New England States of Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island, and Vermont, there are approximately 18,000 students in Category "A" and approximately 81,000 students in Category "B". A tax loss of well over $25 million of Federal funds to education in New England in fiscal 1974 would severely impair the proper maintenance and operation of these nearly 400 school districts of New England.

The school districts of New England have always supported and provided quality education for all its youth. The city of Chicopee has always provided equally all educational advantages for those living at Westover Air Force Base as Chicopee's own. In order to continue providing quality education for all the youth of the City, it is necessary to continue P.L. 874. Restrictions or changes as proposed by the President for the next fiscal year most certainly will lessen the quality of education in the many school districts of our Nation receiving support through P.L. 874. Few alternatives remain in the gaining of adequate funding for education. The Nation turns to The Congress of the United States for support.

STATEMENT OF DR. JAMES McDONALD, SUPERINTENDENT, FALLBROOK UNION HIGH SCHOOL DISTRICT FALLBROOK, CALIF.

Section 2 of P.L. 874 affects approximately one hundred fifty (150) school districts located in twenty-two (22) states throughout the United States.

In order to qualify under this section of the impact aid law, a school district must meet the following criteria:

1. A substantial reduction in local revenue by reason of acquisition of Real Property by the United States must have occurred.
2. The property was acquired by transfer and not by exchange since 1938.
3. The assessed valuation of such property represents 10% or more of the assessed valuation of all realty in the district at time or times of transfer.
4. The acquisition has imposed on the school district a substantial and continuing financial burden.

Well over 33⅓% of the school districts that qualify for an entitlement under Section 2 of PL 874 do not qualify under any other section of the law and therefore depend upon this section as the sole source of impact aid.

Loss in assessed valuation to the various school districts around the country because of federal acquisition of real property naturally will vary tremendously. One survey shows the loss of assessed valuation of Section 2 applicants to range from a low of 10% to a high of 81%. In the cases of the communities of Fallbrook and Oceanside, California, the loss was very high since the very valuable coastal land was removed from both school districts. In many cases the acquisition of real property has completely isolated the communities and blocked future economic growth. The remaining taxable property, therefore, has not increased in value as it would have had the federal acquisition of property not taken place. As a result, many school districts depend upon Section 2 of P.L. 874 as a major source of income.

The net entitlements for the Section 2 school districts are a relative minor portion of the total appropriation for impact aid. While the amount of money is not large compared with the total for the entire P.L. 874 legislation; the impact upon the individual school districts involved is tremendous.

Section 2 of P.L. 874 is in no way a double payment for the following reasons:

1. *All* other Federal and State revenues (including other Sections of P.L. 874) are deducted before an entitlement is established.
2. *All* recipients have had substantial amounts of real property removed from their tax rolls.
3. Section 2 entitlements are distributed upon a "loss-need" ratio.
4. The distribution formula has a built-in local tax effort test.
5. *All* recipients must demonstrate a continuing financial burden resulting from federal activities within the boundaries of the school district.

It should be pointed out that Section 2 entitlements are based upon an estimate of the unimproved value of the government property involved and not that of the improved value.

I urge the committee's favorable reaction to the continuation of Section 2 in any authorization legislation that is now being considered, or will be in the future.

STATEMENT OF CHARLIE AKINS, SUPERINTENDENT, HARDIN COUNTY PUBLIC SCHOOLS, ELIZABETHTOWN, KY.

Mr. Chairman and members of the Committee, I am Charlie Akins, Superintendent of the Hardin County Schools, Elizabethtown, Kentucky. Mr. Chairman, I wish to thank the committee for allowing me the opportunity to make this statement.

Since 1952, I have worked in the Hardin County system as a teacher, Director of Pupil Personnel, principal and, for the last three and one-half years, as Superintendent. During this time, I have seen Hardin County undergo a great deal of change.

Prior to World War II, Hardin County was a rather typical county in central Kentucky. With the expansion of the Fort Knox Army Post during and following World War II, our population growth was tremendous. Our county was changed drastically by this federal activity. We became a bedroom community for military people stationed at Fort Knox, and for civilians who found employment at the post. This change brought us hundreds of additional school children to educate and insufficient funds for housing and operating a minimum program of instruction. Student population in the Hardin County schools increased from 300 to 500 students a year.

The activities of the federal government at Fort Knox has an observable, direct on all facets of the area. The total makeup of our population is directly affected by the impact. Because most of the military impact falls in an age range that has school-age children, we have an abnormal ratio of school population to the general population. Because of on-post housing practices, over 95% of our military people come from the non-commission ranks. The mobile nature of this population gives us an annual turnover rate of over 25%. This multiplies our record requirements and is related to many of our student adjustment problems. In the area adjacent to Fort Knox, where approximately 80 percent of our impact population reside, we find commercial property development being dictated by commercial activities conducted on post. Businesses that one would expect to find in a normal city of 12,000 to 15,000 do not exist. In the Radcliff-Vine Grove area, medical facilities are practically absent, hardly any entertainment and recreational establishments exist, and an extremely small number of retail businesses are operating for a community this size. Also, industry is absent in this area. Commercial development in the community cannot pay local taxes and compete with these same types of businesses that operate tax free on the military post. This directly affects the commercial assessments and the total tax base for the school district.

Another example of the direct effect of Fort Knox on the Hardin County school district has been a tremendous growth in mobile housing. Hardin County has 3,827 mobile homes. Most of these mobile homes are located adjacent to or near the military post and are occupied by military personnel. Of these, 3,827 mobile homes, only 2,088 appear on the tax rolls. If all of these mobile homes were on the tax rolls, it would result in an average payment of $12.50 per mobile home. Since military personnel are not required to list their homes for tax purposes, the net result is less revenue than this per trailer.

It is our feeling that the mobile nature of the military population has been the major cause of our tremendous growth in mobile homes and, is a direct result of the activities of the Federal government. This effect on our district, coupled with the rapid growth in pupil population, has resulted in a dilution of the tax base per pupil for the Hardin County school district. To substantiate this statement, I include below the county school systems in our immediate area and the tax assessments per child for each district for FY-72.

School districts:	*Tax assessments per pupil*
Nelson County	39, 900
Green County	37, 300
Breckinridge County	33, 360
Taylor County	31, 394
Larue County	28, 224
Bullitt County	28, 049
Grayson County	26, 294
Hart County	25, 762
Marion County	25, 669
Hardin County	24, 571
Meade County	23, 800

I would like to point out that there appears to be a relationship between the extent of impact and the reduction in per pupil tax base. Meade County and Hardin County are the only two heavily impact districts in this group. With the exception of impact conditions, Meade and Hardin Counties have been very comparable with the other counties listed.

The Hardin County School System has done everything possible to help itself financially at the local level. For the past thirty years, it has levied the maximum taxes allowed by law. It has continually issued revenue bonds to the maximum, and in some instances have received permission to exceed the limit that is permitted by law for the construction of new buildings. To provide an adequate program of education for the local students of Hardin County and for those students who were placed in Hardin County because of the activities of the federal government, the local board of education has also levied a 3% gross sales tax on utility bills, which was made possible by the state legislature six years ago.

Public Law 874 and 815 have been important factors in dealing with our rapid growth and development. Without the aid of these laws, the children native to Hardin County and the children of many military people and government employees would not have had the opportunity to attend schools with a quality educational program. This legislation has allowed local school authorities to spend the money to provide the best program possible for the children of Hardin County and for those children who come to Hardin County because of the federal activities.

Since my association with the board of education in Hardin County, they have done everything possible to obtain the greatest local revenue support, yet they have been unable to meet the obligations brought upon them by a constantly expanding school population.

Hardin County's current financial situation continues to be the same as it has for the past twenty years.

Even with 874 and 815 funds, over the past 22 years, Hardin County students have experienced overcrowded conditions and double sessions because of the lack of space. Partial and limited funding of 874 has been a contributing factor for this situation.

Presently, we have one new building program in the planning stage: but, due to the lack of funds, we are unable to develop this to fully meet our needs. We cannot see any new money for building in the near future, but we do see continued growth in our student population. Our instructional program and other areas of operation are equally inadequate.

Hardin County is considered by Kentucky's standards to be operating a good educational program for all its students. Our average expenditure per pupil in ADA is $594.49. The national average is $1,016.13 per pupil. It is likely that many of our students come from other school districts whose expenditures reach or exceed the national average. A reduction in Hardin County's 874 allotment would make this expenditure per pupil difference even greater than at present.

It would be impossible to prove what conditions would be in Hardin County if neither impact nor Impact Aid existed. However, it is possible to figure non-impact population and non-impact revenue for the district. We feel that the results of this calculation tend to prove a definite obligation of the federal government. By dividing the pupil population and also our revenue, it is possible to make a valid evaluation of financial conditions had we not been affected by any federal activity. In making this calculation, we did the following things:

1. We subtracted the Impact Aid pupils from our total population.
2. We subtracted the Impact Aid funds for FY–72.
3. We subtracted local property tax assessments associated with impact families.
4. We divided the results of these calculations by the number of remaining non-impact students.

This calculation gave us a per pupil revenue figure for non-impact students of $777.27. Our per pupil revenue presently with impact funds included is $594.49 per pupil. It is reasonable to assume that we would have an advantage of $184.78 per pupil if neither impact nor Impact Aid existed.

We do admit that these federal activities have had a positive effect on the economy of the area. However, it has not been in a form that could be tapped by a local board of education and has had negligible effect on school finances.

We conclude that the activities of the federal government continue to result in conditions that reduce our tax revenue per child. It is our contention that these conditions are a direct result of the activities of the federal government and that this constitutes a just obligation on the part of the federal government to the local district. We further conclude that, with our present revenue per pupil of $594.49, a reduction in Impact Aid at this time would make it impossible for us to maintain any semblance of an adequate educational program. I contend that the students who are in our district because of directives of the federal government, should be entitled to an average program of instruction. It is my opinion that this nation can afford to provide its children with reasonable educational opportunities. I feel that the federal government should meet its obligations to those people who come to our district because of federal activity and that local taxpayers should not be expected to assume an obligation which is rightly that of the federal government.

I thank you for the opportunity of appearing before this distinguished committee. I will appreciate your consideration on these matters that mean so much for our children and for our future.

Mr. Eldred. Thank you, Mr. Chairman. If I may, I would like to thank the chairman and committee on behalf of all of us for being privileged to appear before you this morning.

It will be my intention to make my comments very brief and of a general nature on the basic premises of impact law, after which Dr. Fish on my left has some very fine research work that has been pulled from both the Battelle report and Stanford research report of recent years.

Following him, some of these gentlemen have some local effects of proposals and the impact aid bill. The basic premise of impact aid is that it has and continues to cause an influx of people into a community, these people requiring services because of their presence there, this influx having been caused by the impact of a Federal installation, be it military or otherwise.

This Federal installation though would remove from the local governmental agencies that item necessary to supply the services required to the people there. That item that is removed from the local community is that which I call a complete tax base. A complete tax base being comprised not only of the local property tax, but State income and corporate taxes from which the State gets revenue for their share of financing local educational programs.

The present impact aid law was established 20-odd years ago. It is just as justifiable today, if not more so, as it was then. It is a more reasonable law in lieu of taxes would have been in that the law provides for services rendered.

Take my own district. Should the Federal Government pay my district in lieu of tax for properties removed, I would get considerably more money than I now do under the impact aid program.

However, my neighboring district to the south, which educates approximately three times the number of children that I do, would receive no money whatsoever as the taxable base removed is not within their local governmental boundaries although it is within the area of boundaries which would have orderly provided money to the State.

These boundaries, local, as they were established many years ago, may have made sense then. Today they are a little unrealistic and it makes it difficult to determine which industry or which services are imposed on or required by whom.

Federal Government in establishing facilities in an area should be no different than General Electric. It should be no different than any other business property owner or any other homeowner.

They should pay their fair pro-rate share of the cost of providing services due to their presence in the community. The alternative left to the local communities, should the Federal Government decide not to share in the cost that they have imposed on local governmental agencies, is the one either to reduce services on the local level, which in the case we are talking about, educational services, would be to cut back in programs, or to so drastically cut programs that probably they should have been eliminated because they would no longer be effective.

The alternative, other than that, is to tax those other participants in the local community to make up for that portion of the taxes applicable, but not forthcoming from the Federal Government.

In closing my remarks, I would like to emphasize that should the Federal Government continue to be a participant in local communities, that they become a full participant in those communities, that they should share fully, be it for better or for worse, and that the Federal Government should not ask to be a special nonpaying resident in the community that it now resides in due to its activities.

I would now propose, Mr. Chairman, to introduce Dr. Fish and proceed with the panel and then afford the committee the opportunity of asking us all questions as quickly as possible. I hope to not draw this out and to eliminate duplication. With your permission, Dr. Fish.

Mr. Fish. Thank you. My name is David Fish, director of special projects for San Diego Unified School District and chairman of the California League of Federal Aided School District. I am modifying my remarks in the interest of responding to the chairman slightly.

I would like to say regarding the special revenue sharing that we have a great concern about this as we view the proposal, which, of course, we have not seen the final wording and we realize its our revenue which is proposed to be shared.

We are not too happy about that. We also see some things which directly conflict with form that impact aid represents.

I am relatively new in this field and my background is different from any of these men who have worked on it over the years. I went back and read the material on the acts. I realize much of this material you have heard before. The 1970 material and then the two reports which the Federal Government paid over $400,000 to produce on impact aid and I want to restrict my comments to that part very shortly. One thing I would like to say about impact aid and why we like it so much is not just the matter of the money. Local school districts are strapped for cash and that is true. But it is a reform. It is an answer by the Federal Government to the responsibility that it has incurred in local communities.

To quote from one of the reports: "Based on the law itself, the United States has become an industrial landlord or businessman in many communities of the Nation without accepting responsibility of the normal citizen in the community because property under Federal ownership or control is generally not subject to local taxation."

Public Law 874 and 815 were designed to correct this condition with regard to the financial burdens imposed upon local school districts. The failure to fund 815 for the last 4 years has meant in San Diego, with the building of 1,500 new military homes and naval housing, that 2,000 children are being bused several miles to schools.

When the Federal Government does not meet its responsibility, the children feel the effect. I admire the committee of Congress that originally established this act because they directed it to provide services. Also, I would like to go ahead a little further and think about the benefits of this bill. This is not categorical aid. It provides for local control. It doesn't provide for very expensive bureaucracy, either here or at home in school districts.

Our school district has two clerks who handle the program. It is an excellent way. Also one of the things where it is different from special revenue sharing is what we are experiencing with title I now, special revenue sharing when proposing another level of bureaucracy at State level, betweeen the source of the funds and children who benefit.

We have hit problems on that. We just found out this week and I am to receive a letter today that the State in dealing with title I this year and because of the problem with continuing resolution has just told us we will lose from the current year entitlement, 9.69 percent.

With a budget like ours, this is a disaster. That was the State level intervening between the national and the district. Also the points of Public Law 874 are basic and they are included in the reports.

I want to mention that the Federal Government should provide school districts with amounts equal to what they should have received if the Federal Government had been a private taxpaying enterprise. This is directly from the Stanford report of 1965. Nothing has changed. The Federal Government spent a great deal of money achieving these report results.

After we go from past category A, which is so ovbious that the administration supports category A, we come to category B. B is funded at half of the A level. It is built on the assumption there is property tax money generated by the local property holders, the residences. This is true. Fifty-percent level holds out on the basis of a month's research.

The Battelle report concluded that it can find no logic to exclude payments for all B pupils. Analysis of economic burden developed in chapter 2 indicates that circumstances do exist where 3–B pupils alone place a burden upon the school system.

The Stanford report concluded: "There is no justification in principle for the excluding of 3–B pupils from the category of payment."

All right. I would like to wind up with a very few comments about the payment in lieu of taxes problem. To pay in lieu of taxes would be a step backward. Public Law 874 is good law because it follows the child. School district boundaries don't make a lot of economic sense.

Also some Federal installations simply don't generate children—cemeteries, for example. It is the children we are trying to serve. Also we have been criticized many times because of a few extreme examples. We have heard of Montgomery County many, many times. Montgomery County, Md., gets approximately 1 percent of the national total for impact aid. Montgomery County, Md., is a huge school district. It is one of the largest in the country. And remember, impact aid is not based upon a needs assessment in terms of economic disadvantage.

There are other areas of the public law in which this committee and other branches of the Congress have met that responsibility. In endorsing the Battelle report and Stanford report I wouldn't want to carry that too far.

One of the recommendations is that the funding should only go for the primary wage earner. I hope that the committee does not consider this seriously because I don't want to be put in a position of this day of women's lib of determining the relative merit of a man and wife contribution to the economic welfare of the family. I think that would be rough for us to do.

Thus we conclude that Public Law 874 is a defensible although unusual piece of Federal legislation, that it is properly conceived in terms of relieving burdens imposed upon school districts that educate Federal pupils and permanent payments being justified.

The burden as defined by Public Law 874 relates entirely to the needs of each district as expressed by its own level of effort. Thus the burden tends to be greater in rich than in poor districts. This concept of burden does not take into account educational needs which may be measured in terms of some educational standards or goals. This task has been delegated to the title II Public Law 89-10.

Thank you very much.

Chairman PERKINS. Let me interrupt you just for a moment. Congressman Bo Ginn of Georgia has to leave, and he would like to make a brief statement. Come around, Congressman Ginn. We welcome you here, and we would like to have your views. Without objection your prepared statement will be inserted in the record. Go ahead and summarize your statement.

[The document referred to follows.]

STATEMENT OF HON. BO GINN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF GEORGIA

Mr. Chairman, and members of the Committee, I want to thank you very much for allowing me this opportunity to give you my views concerning the Impact Aid funds of P.L. 874.

Very briefly, I want to express to you the importance of this program to my own District and to point out that any changes that would reduce this type of funding would be grossly unfair to many local school systems.

In my own District in Southeast Georgia, the Impact Aid program is vitally important to the Brunswick area and to Savannah and several communities near Savannah.

In the Glynn County School System that serves Brunswick, Impact Aid money amounts to about $350,000 per year and comes as a result of the presence of Glynco Naval Air Station. In Chatham County at Savannah, the amount of funding is about $390,000 as a result of the numerous federal facilities in the area, the largest being the Hunter Army Air Field.

In nearby Liberty County, the presence of the huge Ft. Stewart Army facility entitled the school system to about $300,000 in Impact Aid money last year.

Mr. Chairman, in all of these communities, the school systems are being run on a budget that allows no luxuries and allows no margin of error. In Savannah, for example, the school system budget this year does not allocate a single dollar for capital improvements, the first such constraint in more than three decades.

Simply stated, a reduction in funds for these systems will mean either a reduction in the quality of education or an increase in the already grossly overburdened local property tax system.

My second point, Mr. Chairman, deals with the Category B pupils under the Impact Aid program. This, of course, pertains to Impact money for students of parents who work at federal installations, but who own their own homes and thus pay local taxes.

A great deal of criticism has been leveled at this section of P.L. 874 on the grounds that the families of Category B students are paying their taxes just like everyone else. The critics say that the government is just icing the cake for local school systems in this situation, and is doing the icing at the expense of non-Impact Aid areas that have a severe need for federal education funds.

Mr. Chairman, the Glynn County school system has studied that criticism quite carefully and concluded that taxes from homeowners provide only about half of their school funds. The remainder comes from taxes on business and industrial property.

If the Glynco Naval Air Station was required to pay taxes on its property at the current tax rate, the Glynn County School system would receive about $750,000 annually instead of the 300,000 it now receives through Impact Aid.

To my mind, there is little room for argument about the necessity of Impact Aid money. It is just a matter of whether or not the federal government is prepared to live up to its responsibilities and pay its own way. If not, then the Congress should be ready to stand up before the American people and tell them the truth. The Congress should be prepared to explain that a federal installation is a drain on a local community, and it is a bad neighbor that refuses to pay its own taxes.

I do not believe the Congress or the people are ready to make that assertion. I urge the members of the Committee to safeguard our local education system by insuring that Impact Aid or a similar program remains a central part of federal funding for education.

Thank you.

STATEMENT OF HON. BO GINN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF GEORGIA

Mr. GINN. Thank you. I appreciate your letting me give my brief statement now because I do have another committee meeting to attend. I have with me Mr. Roy Jonas, Assistant County School Superintendent of Glynn County, Brunswick, Ga.

I want to thank you and the committee very much for allowing me this opportunity to give you my views concerning impact aid funds of Public Law 874. Very briefly, Mr. Chairman, I want to express to you the importance of this program to my district and to point out that any changes that would reduce this type of funding would be grossly unfair to many local school systems.

In my own district in southeast Georgia, the First Congressional District, the impact aid program is vitally important to the Brunswick area and to Savannah and several communities near Savannah.

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The Congress should be prepared to explain that a Federal installation is a drain on a local community and it is a bad neighbor that refuses to pay its own taxes. I do not believe the Congress or the people are ready to make that assertion. I urge the members of the committee to safeguard our local education system by insuring that impact aid or a similar program remains a central part of Federal funding for education and I want to thank you, Mr. Chairman and members of the committee for the sincere and hard work you are showing in this area.

Thank you very much.

Chairman PERKINS. One question. Assuming that there is no authorization or appropriation for "B" children, how would this affect local property taxes in your area of Georgia?

Mr. GINN. They would quite naturally have to be increased, and they are already at the breaking point now.

Chairman PERKINS. How does this figure with the suggestion of the administration that the local people would be relieved of some of their tax burden in connection with this so-called revenue-sharing program?

Mr. GINN. It simply does not make sense, Mr. Chairman. People of my State supported the President to a large degree. He received 75 percent of the vote. But I have just spent 10 days in my district, and these cutbacks and eliminations are hitting home now, and I do not think that the President would be quite as welcome or popular in my district today as he was a few months ago.

Chairman PERKINS. You feel that the special revenue-sharing proposal would do much harm to the school program in your section?

Mr. GINN. Yes, I do because it would simply be going through another filter before it reaches the schoolchildren. I think the majority of the people in my district want funds for education to come directly to the school system.

Chairman PERKINS. Instead of going through the State level and receiving no funds for "B" children?

Mr. GINN. That is right.

Chairman PERKINS. Mr. Meeds?

Mr. MEEDS. You just asked my question, thank you.

Chairman PERKINS. Mr. Dellenback?

Mr. **Dellenback**. No questions, Mr. Chairman.

Chairman **Perkins**. Mr. Towell?

Mr. **Towell**. No, Mr. Chairman.

Chairman **Perkins**. Mr. Lehman?

Mr. **Lehman**. I will have questions later.

Chairman **Perkins**. Thank you very much.

Mr. **Ginn**. Thank you Mr. Chairman and members of the committee.

Chairman **Perkins**. Mr. Eldred, you may continue with your panel.

Mr. **Eldred**. If we may at this time hear from Dr. Davis, superintendent of schools, Fairfax County.

Mr. **Davis**. Thank you, Mr. Chairman, I apologize. I had hoped we could provide you with some entertainment this morning. I wanted to bring Fairfax County's inaugural band made up of 1,000 students.

But, my fellow superintendents thought this would be out of line so I did not bring them with me.

We are here expressing our concern for the impact aid curtailment. I would like to point out in my remarks that the total enrollment of Fairfax County schools is 136,000 students.

We have 2,000 "A" category, 21,000 "B" military category, and 31,500 "B" civilian category. Approximately 10 percent of our budget this year comes from the Public Law 874. If the administration wins their fight at this time to curtail these funds, we would lose $5.6 million this year and $13.4 million next year.

I might point out, Mr. Lehman, your question regarding the on-base schools, they are funded just the same as any other school in Fairfax County. The Fort Belvoir schools are funded exactly the same.

Of course the loss of these funds would result in one of two things: either major program reductions in Fairfax County schools or major property tax increase, approximately 10 percent.

I think one point which we often overlook in defense of Public Law 874 is the Soldier and Sailor Relief Act. The local jurisdictions cannot tax the military nor can the State and this includes State income tax, personal property tax, license fees and the major portion of sales tax due to the fact that many of these people shop at commissaries and PX's.

In summary, let me state that the Public Law 874 should be extended, that funding should be adequate to offset impact of federally connected students and finally that funding should be continued.

Thank you, sir.

Mr. **Eldred**. Mr. Chairman, if we may now hear from Dr. Elseroad, superintendent of schools, Montgomery County, Md.

Mr. **Elseroad**. Chairman Perkins, the problem we are speaking about today was first identified by Massachusetts Supreme Court Judge in 1841. We are talking about a problem that has been a matter of concern for 125 years.

We are talking about a law that has been on the books for almost a quarter of a century. The problem is the one spoken to by previous speakers, namely, that the Federal Government does not pay property tax.

The cost of education is born by the property tax, and if the Federal Government does not continue 874 or in some other manner provide the money that is lost through failure to pay property tax, an undue burden is placed upon the remainder of the residents of the local school district.

People have referred here this morning to Montgomery County as an example of why Public Law 874 is a bad program. It is true that this reference has been made by people in important and high places.

The implication is that 874 money should not be paid because somehow it works to the advantage of wealthier school districts. That is not true for two reasons in my view. No. 1, the money is distributed where the Federal installations are located and those Federal installations employ people of various income levels.

They generally do not employ large numbers of wealthy people. The Federal 874 money is used to fund the entire school budget. It is used to fund programs for culturally disadvantaged children.

It is used to fund programs for educationally handicapped children. It is used to support the basic educational program of the school system. If 874 were discontinued, and the burden had to be picked up by the property tax, what would be the consequence?

The consequence would be we would be substituting a progressive tax for a regressive tax. As it is now, the 874 money comes from Federal graduated income tax. That means that the wealthy people bear most of the burden.

If we discontinued that and throw it on the property tax, the wealthy people will deduct the property tax from their Federal income tax, and it is the poor people who will bear the burden.

So if the idea is to stop helping the wealthy people, cutting out 874 money will have just the opposite effect. I support the estimates that have been made about the various studies that have been conducted and which have concluded that 874 is a good program and should be continued.

In summary, we support H.R. 69 which would extend impact aid for 5 years beyond June 30, 1973, because it is based on sound recognition that Federal activity places a financial burden on local school systems who must provide free public education for federally connected children.

Private employers pay taxes on their properties, and that tax supports the schools. The Federal Government should accept the same responsibility where its own large real property holdings exist.

Thus, it is only fair for the Federal Government to pay local property tax or provide the equivalent which is what 874 does. Simple equity requires the continuation of the impact aid program as now written including Federal reimbursement for both "A" and "B" pupils.

Mr. MEEDS. Mr. Chairman, could I ask questions of this gentlemen?

Chairman PERKINS. Yes.

Mr. MEEDS. Dr. Elseroad, Montgomery, Fairfax, and Arlington Counties are often used as the example of why we ought to be providing funds under Public Law 874, and I think you and I would both agree that there is no question about "A" kids, where they live or work on base, that the Federal Government ought to be providing funds for that, that there is not much question where the Federal Government has forced military people to live in a certain place even if they do not live on the base, if there is a base there, it has withdrawn taxable property from the roles and has caused an impact.

What we might have some question about and what the critics of 874 are using as an example are Montgomery County, Fairfax County, and Arlington County. People like myself, work here in Washington, D.C., live in Fairfax County, pay real property taxes, personal property taxes, income taxes, sales taxes, and all of the other accouterments of citizenship in Fairfax County, and Fairfax County still gets one-half of the entitlement for B children for military children.

How do we defend that situation, the latter part? I do not think we have any argument with any of the rest.

Mr. ELSEROAD. The counties that have the highest levels of wealthy get the least State money. In our county, we got about 17 percent of our money from the State. The burden is borne by the local property tax.

The fact that people pay income tax really is irrelevant as far as this problem is concerned because the burden is borne by the local property tax. The fact that people pay sales tax is irrelevant because the burden is borne by the local property tax.

Mr. MEEDS. What if they pay local property tax?

Mr. ELSEROAD. They pay local property tax but the employer does not pay local property tax. The studies that have been made have reported that about 50 percent of the cost of the income from property tax comes from property owned by employers.

Mr. MEEDS. I am talking about the Federal Government, which is this Washington, D.C., and the parent is living in Montgomery County and paying Montgomery County property taxes.

Mr. ELSEROAD. Right. Mr. Eldred spoke to that and said that he thinks 874 is a refinement over the property tax because it puts the money where the children are. There is a discrepancy between the property tax and 874 because property tax would put the money where the property is located.

Public Law 874 puts the money where the child is educated and where you have crossover lines, you have some discrepancy there, but you have people crossing lines in both directions.

But, the fact still remains, take Montgomery County, almost 5,000 acres is owned by the Federal Government. Expensive installations are on those 5,000 acres of ground.

IBM has a plant near Gaithersburg and Bureau of Standards is across the road from it. They both employ large numbers of people. Their employees all pay property taxes. But IBM also pays property tax which helps support the schools and Bureau of Standards does not.

Mr. MEEDS. If the parents of those children lived in Montgomery County and worked on the Bureau of Standards' property, I should think they are probably entitled to B funds.

But how about where they work in Washington, D.C. and Montgomery County gets the impact aid.

Mr. ELSEROAD. There is a discrepancy there between the way it would work if the money were provided through property tax and the way it works through 874. Some people say 874 plan is better because it puts the money where the children are.

I am saying that that represents a relatively small number of children and you have a crossover effect in both directions.

Mr. MEEDS. What I am concerned about, sir, is that I have been a long-time advocate and consistent supporter of public laws 874 and 815. We have constantly heard the charge that there are boondoggles in this and, as a consequence, the whole 874 law is being painted with a red brush or a black brush or whichever way you want to look at it.

I think it behooves the Congress to make those kind of improvements which are obviously necessary in legislation if we are to continue this legislation, and I want to continue supporting this legislation.

But that appears to me to be an inequity, and I would like some of the witnesses, instead of just supporting the whole program because that is the way it has always been, to come forward with some concrete proposals on how that inequity can be resolved.

I think President Nixon and his budget and his presentation of a budget shows a blatant disregard for the social ills of this country, but that does not mean that there are not some things in that program that ought not to be looked at and, if we sit here and just out of hand accept every program that comes down the pike, then his charge is all that much more valid.

Mr. **Dellenback.** Will my colleague yield?

Mr. **Meeds.** I will be happy to.

Mr. **Dellenback.** I thank the gentleman. Mr. Elseroad, along the line of what the gentleman from Washington has been asking about, if I look quickly at these statistics which are a part of your presentation to us on this point, the Federal properties located in Montgomery County reported under Public Law 874 table show 10,000 or 11,000 students.

This is out of about 28,000 which would mean about 38 percent of the students are involved. Does that mean that about 62 percent of the students here involved are "B" out-students as opposed to "B" in-students?

You say that it is a handful of students. Am I misinterpreting your figures here?

Mr. **Elseroad.** The number of students in this program in the "B" category is 29,000 and the number in "A" category is just 127.

Mr. **Dellenback.** That then corroborates what I thought was the statistic on this, but on this chart you have shown that the Federal properties located in Montgomery County, and you have shown the number of students ranging from under National Institutes of Health 3,489 students, down to the animal farm in Poolesville being 38 students, so I assume this is substantially all of the students participating under 874 who are "B" in-students, where the work facility is in the county as well as the home of the students in the county.

Does that mean that about 62 percent of the students are students living in the county but the work facility is outside of the county as in the district?

Mr. **Elseroad.** I really do not have that figure, and I have not made that calculation, but what you say is pretty close to being correct, I am sure.

This list lists 12 with the largest numbers. There are others but as you pointed out, they would obviously have small numbers, so the total would not go up all that sharply.

But, the point I am making is that we do have people who cross over lines. We have people who live in the District of Columbia and who work in Montgomery County.

Several Federal installations have been moved into Montgomery County. For example, I mentioned the Bureau of Standards. That moved from the city into Montgomery County 4 or 5 years ago.

So, we do have large numbers of people who come from the District, live in the District and work in Montgomery County. We also have people who cross over the Cabin John Bridge and live in Virginia and work in both directions.

There is this kind of mobility in where people work and where they live.

Mr. **Dellenback**. Plus, I assume, a great many other people who live in Montgomery County and who work in the District in nongovernmental work.

Mr. **Elseroad**. Yes.

Mr. **Dellenback**. Such as banks, insurance companies, and stores. It seems to me, to emphasize the point that my colleague from Washington was making, that if the testimony before this committee on 874 is merely a digging in and saying this law is engraved in tablets of stone and everything that is in this law is what we are defending, you are on a much more difficult ground than if you look at the law analytically as it is our task to look at the law, and recognize that everything that is in the law may be determined to be not of equal merit.

You have a different case to make. We who are concerned about this have a different case to listen to as well as to make on "A" students as opposed to "B" students.

You have a different situation on "B" students between those who are families who both live and work in an area and those who only live in an area but do not work there. All we ask in the testimony before us, if it is to be really valuable, is that you try to be selective in what you argue for and what you recognize may be a phase of the law that might possibly be modified, because it seems to me that the statistics that we have here, Mr. Elseroad, would indicate that there are approximately two-thirds of your "B" students for whom you have a much weaker case than the one-third who both live in the District and who work in the District in Federal facilities on which no real property taxes are paid.

Mr. **Elseroad**. Yes. The last 2 pages in this document list the properties in Montgomery County owned by the Federal Government, and you can see there is a list of 2 pages, so there are quite a few more than the 12.

Mr. **Dellenback**. And they include post offices which are not covered by the statute, so you have put everything in there whether or not they are covered by the statute. But that is all right. Go ahead. Your basic point is right.

Mr. **Elseroad**. The total value of the property as determined by the State tax assessor's office, if we applied the Montgomery County property tax that other people pay and other employers pay for education to that assessed valuation, it would produce more money than 874 does.

So, Mr. Congressman, I do not think we are here—I at least am not here arguing that you should not amend the law in some manner if you figure it is little more equitable to move it one way or the other.

You have had a number of studies which suport the "B" student idea, but you come down to the basic problem of education being funded by property tax. In Montgomery County, if you change the whole business to say the Federal Government will pay the local property tax, we would get more money than we are now getting. So, this is a kind of measure of the equity and justice of it too.

Mr. Dellenback. May I ask then, while we are talking about this, so we can get a philosophical base for 874 clearly in mind, do you consider 874 an "in lieu of taxes" formula then?

Mr. Elseroad. I do.

Mr. Dellenback. One previous witness spoke to the contrary, but you make your lineup clearly and you think it is in lieu of taxes.

Mr. Elseroad. I think it may be a better way to distribute money than the property tax, but the basic reason for it is that the Federal Government does not pay property tax, and sometime along the way in 1950 the Congress decided that this was a better way to distribute the money, because it put the money where the children were actually being educated.

I am not arguing this is exactly the way it should be, but if you simply cut out "B" pupils and cut out all of the money in our school system, then we will have neither the property tax or the 874 money.

As far as I am concerned, the only real rational basis for providing this money for education is because education is supported mainly by property tax and the Federal Government does not pay property tax.

Mr. Dellenback. You earlier in talking about equalization or there was an implication there was an equalization, do you also consider it an equalization formula? This goes again to the question of my colleague from Washington. You talked as if it smacked of equalization.

Mr. Elseroad. No, I did not say that. I said that Congressman Meeds was saying that in Fairfax and Montgomery and Arlington counties, the people who live there pay sales tax and they pay income tax and I was making the point that sales tax and income tax are collected by the State.

The State does not pay much of the cost of education in these school systems because of State equalization. In our own county we get very little State money, about 17 percent of the bill comes from the State.

So, I am pointing out that State sales tax and State income tax is really not particularly relevant because we come right back to local property tax as the base for suporting education in Montgomery County.

Mr. Dellenback. Thank you, Mr. Chairman. Thank you, Mr. Elseroad.

Mr. Lehman. May I ask the gentleman a question?

Mr. Meeds. Go ahead.

Mr. Lehman. The thing that concerns me also in our own school district is that we get one-half or 1 percent of our entire school budget from the impacted area funds, and in a tight fund this million dollars helps.

But, in our district, while we do not have the Bureau of Standards on the tax rolls, we do have a lot of public housing, housing for the aged, public housing for low income, and this in turn takes the money off of the school budget.

I know there is a provision in impacted areas which has never been funded for public housing, but to me, in order to channel some of this money into the center city schools where money is so badly needed, I would like to see this kind of impacted area funding on the same basis as that from other Federal employees. Actually I can see very little difference between the public housing or the housing for elderly people that are off of the tax rolls and any other Federal facility, because many of the public housing or low-income group produce a lot of children who have to be handled in the public schools.

I do not guess in Montgomery County there is too much low-income housing, but we do have it in Dade County, and we do have the problem of making it up from property that is not on public housing.

So, my question is mainly addressed to the superintendents from places like Dayton, North Carolina, and San Diego, who I know have this problem. Is there any way we could be sure that the funding of impacted areas would be more equitably distributed through broadening it to this kind of an implementation?

Mr. **Eldred**. Mr. Congressman, I believe the panel will just about en masse concur with your concerns for the "C" child. Our basic philosophy is at any point where the Federal Government, by its actions, has imposed a burden on a governmental agency of the local nature, regardless of that type of burden, that the Federal Government should then be prepared to offset the burden placed on those local people by picking up their share.

In "C" housing, Congress, in its wisdom, did include that in the Act. It has never been funded and this is perhaps something that should be worked on in the future. How to accomplish this, we are not sure we know how, but I hope we learn very shortly.

The problems referred to locally here with Montgomery County—I think there is one concept that was missing all of the time, that the employer in this case, even though removed, does not pay a tax anywhere for the burden that it is imposing on a community.

In California, there is a China Lake School District. It is composed of almost entirely "A" students. Right next door to China Lake is a school district called Indian Wells. It is entirely "B" students.

The Federal Government has built and manned China Lake. Indian Wells School District would not exist if it were not for the Federal installation there, because Indian Wells is entirely desert.

So, you have a similar comparison that if you strike out entirely this section of the law, you are perhaps hurting other areas where there is justification for the continuance of the program as it is.

I notice in coming into Washington, D.C., many roads and bridges being constructed over here and signs put up with the help of the Federal Government. Those roads and those bridges are needed because the Federal Government is here, and they have employees themselves here, but they are helping to build those roads and bridges because they are here.

And should the Federal Government not be here, I would have to submit that Montgomery County, Prince Georges County, and Fairfax County probably, to a large extent, would not exist either.

Mr. **Lehman**. Mr. Chairman, the problem, of course, is that I have not seen that much help from the superintendents or school people that were involved with "A" and "B" pupils to help superintendents involved with "C" children.

I would like to see you close ranks, because I think one is just as important, if not more so, than the other. I think if we could pull together, we could get this thing on the road and do the job we are supposed to do.

Mr. **Eldred**. It is our intention to be one for all and all for one in all programs.

Chairman **Perkins**. Do you have any questions over here?

Mr. **Forsythe**. No.

Chairman **Perkins**. Go ahead with the next member of your panel.

We will try to hear the entire panel before we ask questions. Then we will address our questions to all of you.

Mr. **Eldred**. I suppose we should leave locally and then come back to it. We will move to Wayne Township, which is Dayton, Ohio, and hear from Dr. Charles Newton.

Mr. **Newton**. Mr. Chairman and members of the committee, we are a suburban Dayton, Ohio, school district. We currently have 8,658 youngsters in school. We are a residential community primarily servicing the residency requirements of Wright Patterson Air Force Base.

Our pupil growth, which has been fairly constant the last few years, ranges between 250 and 400 youngsters a year. So, we are in a continuance building program and, as a consequence, are supporters of Public Law 815.

Twenty-eight percent of our enrollment are eligible for impact aid through the 2 "B" category. This number generates approximately $0.5 million a year if the program were funded at 100 percent.

The operational funding of our school district has been rather sporadic the last few years due to the uncertainty of this type of 874 funding.

Compounding our problem currently is a general reappraisal of property in Montgomery County, Ohio, which ultimately will affect our school foundation receipts from the State. It might be germane at this point to mention that the funding we do receive under 874 would comprise about $5\frac{7}{10}$ mills in the event we would have to go back to the property owner and vote it.

Mr. **Newton**. There would only be one recourse for us in the event 874 were not to be programed for the next 5 years. That recourse would be back to the property owner for increased level of millage to support current operations.

In Ohio, within the past year, we have just instituted a newly inaugurated Ohio income tax, and this too is a part of our problem in that even though the one major portion of the Ohio income tax legislation provides for a 10-percent reduction in property tax, when you couple the reduced property tax along with the amount that constituents are now paying in income tax, the overall dollar assessment is greater than what it has been in the past few years.

I cite an example in my testimony that the gentleman in our community that currently makes around $12,000 last year would have paid about $400 in property tax.

This year, that has been reduced 10 percent, which means his new property tax bill is only $360. However, this same gentleman is now required to pay an income tax for Ohio purposes of around $200, and consequently, his annual tax bill is even greater.

So, the suggestion that we might make up for a loss of impact funds through local property tax base really is not possible in our circumstances.

In closing, we are quite concerned about continued funding of Public Law 874. We are concerned too about the proration funding of Public Law 874. It is our feeling that the law should be continued for 5 years and it should be funded at the 100-percent level.

If this does not happen, it will place an unreasonable burden on our local property tax owner, one, we feel is not realistic and will certainly prompt serious ramifications for our constituency.

Thank you very much.

Mr. **Eldred.** Mr. Chairman, we will proceed to Dr. Howard Cross, Fairborn City, Ohio.

Mr. **Cross.** Thank you. I am the administrative assistant to our superintendent. I am here representing our board of education.

Fairborn is located in Greene County, Ohio, which encompasses Wright Patterson Air Force Base. This is one of our major military installations, not only in the United States but in the world.

Fairborn is not a large city district. We run around 9,500 youngsters. We have about 39 percent impaction. One of the features of Greene County is that it has the highest amount of tax exempt property in the State.

We have 40 percent tax exempt property. About 70 percent is attributed to the U.S. Government. In Fairborn, our tax base or tax valuation per pupil is around $9,700, whereas the State average is $18,000.

So, we do not quite have the tax base of the average school district. Our general operating fund last year was about $5.9 million and we were entitled to about $713,000 under the impact provisions.

We received about $512,000 and this difference would have reflected a 2 mill differential on our tax base. Under our means of funding our schools, we get 51 percent of our money from the State, 41 percent local and 8 percent Federal.

Mr. Newton reflected on the reappraisal. We are only protected under reappraisal provisions for 1 year, and we face next year a $188,000 loss because of the reappraisal, and they reduce our millage in order to produce the same amount of revenue.

One other factor I would like to point out is that we have people coming and going like all of our base school areas, and "B" pupil parents come to our schools expecting similar programs that they have had their children in before.

One of these would be the special education program or running disability classes. So, we feel that if we lost impact money, these are some of the programs that may be in jeopardy.

We have already had referral to the Battelle study so I won't reiterate what is in the written testimony. I feel one of the economies that the Government has exercised is the use of local housing.

This has been a good thing for the government from the standpoint that it eliminates the purchase of land, the building of houses and the maintenance. However, this does say that the parents of pupils may live in any area.

Therefore, there is the burden and we feel that perhaps the payment on "B" is also an economical move when you consider it in those terms. So, we feel that the Congress has reviewed this.

We feel it has exercised insight. We propose that you support our 874 and 815. I would close by asking if it is not reasonable to expect that the schools obligation to educate impact students be matched with the physical responsibility of the Government.

Thank you, Mr. Chairman.

Mr. **Lehman.** Dr. Newton, you are of the Dayton school system? I think I heard you say 8,000 students.

Mr. **Newton.** No, sir; I represent a suburban Dayton district. We do have representation from Dayton city schools with us this morning, and we concur in our judgment about 3 "C" category.

Mr. **Lehman.** Thank you very much.

Mr. **Eldred.** Mr. Chairman, we will now exhibit the backfield in motion for a moment. Representing the superintendent of Prince Georges County, Dr. Hassel, he has sent two gentlemen, Mr. William Gullett, county executive officer, and Mr. Frank Platt, budget director from the board of education.

Mr. **Gullett.** Thank you, Mr. Chairman. Thank you for the opportunity to appear before you and before your excellent committee.

We have been hearing from a lot of educational types. I would like to make it clear that I am not an educational type. I am a political type, and I am here to present to you the impact on the entire county government of Prince Georges County, not on the school system itself as indeed this loss of funds would affect us.

Prince Georges County, Md., which shares some 17 common miles or border with the District of Columbia, operates the 10th largest school district in the United States, and we have a total enrollment of 161,000 pupils. We have a formal statement, which I will not read.

I did want to say that our board of education budget alone is exceeding $160 million, and it is going to move up in 1974 to a larger amount. We have programed into our revenue account $10½ million to be received from the Federal Government under Public Law 874, and it is really disheartening to learn that we could lose $8.1 million of this amount during current fiscal year and some $6 million impacted aid funds for fiscal 1974, a total of $15 million over a 2-year period.

We can levy property taxes only during the beginning of the fiscal year. So there is no way that the county government could absorb this $8.1 million of revenue shortfall that we are facing at the present time.

We have been a supporter of the general revenue-sharing funds of the Federal Government, and we have appreciated the fact that we are going to receive or have received $9½ million in 1973 and additional $9½ million in 1974. It seems like a hollow joke to give us $9 million of Federal funds and take away—in addition to OEO funds and model cities funds—take $26 million away from us on one hand, and it is something that is very hard for us to understand in our county because we are definitely impacted and the Federal Government owns over $522 million worth of property in our county. This alone would be $12 million in revenue if we put it on our property tax.

So we do feel that we want to support your program, your new bill for the 5-year program, and the fact that we own more federally owned property than any other county in the State of Maryland is important. I think if local government is to survive, we have to work within the framework of the Federal system and we cannot use the approach, unfortunately, that is in the present budget.

As I say, there is no way we can absorb $8.1 million that we are facing, and actually I think if the funds aren't forthcoming, we would possibly be forced into closing schools earlier. I want to stress upon you the seriousness of the situation in our county. Thank you very much.

Mr. **Platt.** Mr. Chairman, my comments will deal primarily with statistics. Thirty-three percent of our pupils are eligible under Public

Law 874 as it was originally conceived. Currently, under the Federal guidelines, we are eligible this year for $3.3 million.

Mr. Gullett talks about $8.1 million short. That represents 34,000 or 35,000 students who are in category "B" who are nonservice dependents and are not eligible under the current guidelines. We share Mr. Gullett's concern. We have an $8 million shortfall well into the year, and there is no way that you can raise taxes to offset this, and I am sure Mr. Gullett would come back to the board of education and want to know how we could eat it and how you can absorb $8 million in a short period of time requires some very drastic cuts.

As the other gentlemen have pointed out previously, the school systems are having extreme difficulties in meeting all of their commitments. In our county, we are meeting the commitments as far as teachers and supplies and materials are concerned.

So, when we get into maintenance of buildings and capital improvements, we are falling way behind, as are many other districts. We hope that this committee, Congress, and the President will provide the necessary funds to help us out of this difficult situation.

I might add we are not one of the affluent counties that was talked about previously in this area.

Mr. **Eldred.** If we can now move to the great State of Kentucky, we have the superintendent from Hardin County, Dr. Charles Akins.

Mr. **Akins.** It is my purpose, Mr. Chairman and members of the committee, to speak to some of the basic justification for the support of impact aid for the area around Fort Knox. In 1949 our district had the pleasure of having this committee to investigate our school systems prior to the original enacting of the Public Law 874.

I hope to point out that the conditions and effects of the Federal Government in this area are still basically the same. It is our contention that the obligations are basically the same as they were in 1949 and only slightly altered in some respects.

The activities of the Federal Government in the Fort Knox area have direct and observable effect on all facets of our county school district. The type of impact actually affects the makeup of the population. Fort Knox employment activities and military activities attract families with school-age children predominantly. Over 95 percent of our impact from military families are those from the noncommissioned ranks.

The commercial development in our area is affected by commercial activities on the post. We have, in the northern section of our county, an urban population of over 15,000 people, and we have many businesses that we find in a normal community nonexistent or not fully developed in these areas because these services are provided on post, which are such things as entertainment, recreational facilities, and medical facilities.

Hardin County has 3,827 mobile housing units, only 2,088 of which appear on the tax rolls. Most of these mobile units—and we have the most concentration of mobile housing units in the whole State of Kentucky—are located adjacent to the Fort Knox Reservation on our post.

The very mobile nature of this population constitutes a problem in our school district. We have close to an average turnover rate of 25 percent. This constitutes a major problem in recordkeeping and also in the nature of the problems of mobile children.

All of these activities tend, in my opinion, to constitute a dissolution of the local tax base of Hardin County. Our tax base in Hardin County at 100 percent assessment is $24,571 per pupil. Some of the counties just slightly away from use in the same general area who possibly would have the same nature, or our county would be the same nature of tax base if it was not for the activity of the Federal Government, are considerably higher.

To the east, Taylor County and Nelson County are 31,000 and 39,000, respectively. Green County, to the south, is 37,000; Breckenridge County, to the west, 33,360.

This dissolution of tax base constitutes a lack of local support for these children and is a result of concentrations of population in predominantly residential and in some cases mobile housing. It is impossible to prove what would exist if it were not for the impact population, but we have done what we consider a reasonable and logical compilation of what would happen to our district if we eliminated from our population the impact student population, and if we eliminated all of the revenue attributable to impact families, including impact aid, it is our conclusion that our per pupil expenditure would be increased by $182. Our present per pupil revenue is $594 per pupil. In other words, without impact for remaining students, we would have something like $777 per pupil.

In concluding, I would like to say that impact aid has been a major source of support for the students who have come to our county. I feel that this committee will continue to live up to its obligations to those people that it sends in our district and, with our per pupil expenditure of $594, without your help, we cannot provide a reasonable program of education for those children who are directed to our vicinity. Thank you.

Mr. MEEDS [presiding]. Thank you very much.

One of our colleagues, Congressman Parris from Virginia, is here and will have to be testifying shortly before another committee, and we would like to have him testify very quickly if you gentlemen don't mind.

We welcome you before the Education and Labor Committee. We are pleased to have you testify on this vitally important subject matter, particularly so to your area, sir.

STATEMENT OF HON. STANFORD E. PARRIS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF VIRGINIA

Mr. PARRIS. Mr. Chairman, thank you for giving me the opportunity to appear before your subcommittee in support of an extension of impact aid. I have prepared a formal statement, and ask permission to submit it for the record immediately following my remarks.

I would remind the subcommittee that in 1972 the Commonwealth of Virginia received $33.9 million in impacted funds, which was the highest per capita allotment in the Nation.

[The statement referred to follows:]

STATEMENT OF HON. STANFORD E. PARRIS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF VIRGINIA

Mr. Chairman, I am grateful for the opportunity to appear before the distinguished Members of this Subcommittee to urge the reinstatement of the Impact Aid Program. Since 1950, this very successful program has provided necessary financial assistance to those school districts which are economically burdened by the maintenance and operation of Federal installations in their area. In 1972, the Commonwealth of Virginia received $33.9 million in impacted funds, which was the highest per capita allotment in the nation.

The newly released Federal budget now proposes that the Congress take action to drastically reduce funding for the Impact Aid Program. It is inconceivable to me that impacted funds would be curtailed until such time as an adequate substitute measure has been actually signed into law. While General Revenue Sharing has been touted as a partial replacement for Impact Aid, this has never been my understanding. If this were indeed the case, the Special Education Revenue Sharing plan of the previous Congress would not have included as one of its purposes the replacement of Impact Aid.

Federal funds for the Impact Aid Program are an integral portion of the income of those school districts that enroll large numbers of federally-connected children. Local school districts in fact operate under the expectation that the Federal government will continue to assume its traditional share of the cost of educating these children. Sharp reductions in impacted funds would place intolerable hardship on these school districts, which in many cases are already formulating their budget plans for the coming school year. The quality of educational services would decline; fewer teachers would be hired, and less-than-adequate school supplies would be purchased.

Mr. Chairman, I have always believed that every dollar spent on the education of our youth is a sound investment in the future of this nation. While I have supported the efforts of this Administration to eliminate wasteful and unnecessary Federal outlays, I do not agree that the Impact Aid Program is an area where economizing should take place. To do so without the institution of an adequate substitute program would in actuality jeopardize the quality of our present educational system.

I thank the Subcommittee for the privilege of being here today.

Mr. **Parris.** Appearing with me today are three additional witnesses, two school superintendents and one school finance director from the northern Virginia area. One of these gentlemen, Dr. John Albohm from the city of Alexandria, has a brief statement on behalf of all of the gentlemen who are with me; Dr. Albohm, of course; Mr. Andrew J. Wright from Stafford County; and Mr. William Wright appearing on behalf of Mr. Herbert Saunders from Prince William County.

With your permission, I would like Mr. Albohm to make a brief comment for the record.

Mr. **Meeds.** Fine; please proceed.

STATEMENT OF JOHN ALBOHM, SUPERINTENDENT OF SCHOOLS, ALEXANDRIA, VA.

Mr. **Albohm.** Mr. Chairman and members of the committee, the assumption of the role to speak for northern Virginia was really not my assignment. However, I think the same aspect of this problem pertains to divisions of Northern Virginia. One is the yo-yo effect of not knowing where these divisions are in financial terms. Two, to the surprise that the districts have now of not being funded this year and for fiscal 1973. Three, dependence on the money obviously means that some other system has to be evolved rather than the one we are talking about. If you continue cutting this aid—each man here has his figures—the money he is losing will result in the tax rate that will be affected, all of which is very apparent to your committee.

The problem, though, is: In whose three? The uncertainty, the need to replace it, and the impact varies in each community, but it is all negative. Thank you, sir.

Mr. **Meeds.** Thank you.

Mr. **Parris.** Mr. Chairman, I think it is of most serious concern that impacted funds should be curtailed until such time as an adequate substitute measure has been actually signed into law, special revenue-sharing or whatever. But without a substitution of these funds, in my district alone, constituting almost $17 million would be a financial disaster for the local jurisdiction. Thank you very much.

Mr. **Meeds.** Thank you very much. We are happy to have your testimony.

Mr. **Eldred.** Mr. Chairman, if we may proceed, I would like now to go to the board member from Chicopee, Mass., Mr. Ken Cierpial.

Mr. **Cierpial.** Thank you. Honorable Chairman, members of the committee, ladies and gentlemen, it is with much honor that the youngest charman of the board in the country has been given the opportunity to speak before this distinguished committee.

Mr. **Meeds.** We are honored to have the youngest school board member in the United States speak on this subject matter, so it is us that are honored.

Mr. **Cierpial.** Thank you. It is of supreme importance to our communities, the State, and Nation as a whole. I would like to present a brief picture of Chicopee as it relates to Public Law 874. We are an average-size community of 7,000 residents, along with 1,300 students. Thirty years ago, the Federal Government acquired 5 square miles of land in Chicopee for Federal installation, Westover Air Force Base.

Statistically, the families average about three children per family that the Chicopee school system must educate. Our per-pupil expenditure in Chicopee is $620. Reimbursement currently from Public Law 874 in the "A" category is $564; "B," $282, or half of "A."

I would like to reiterate that our PPE is $620. Much of the differences must be made up in local taxation. 1973 entitlement for Public Law 874 has been $1.3 million, or 15 percent of the school budget. Right now, our proposed school budget just for the support and maintenance of schools, with absolutely no capital outlay, is requested at $11.4 million. This would be an increase of $17 on the tax rate per thousand.

Without Public Law 874, our tax rate would have to increase $15 additional per thousand. Curtailment of Public Law 874 would be synonymous with chaotic tax conditions on the local level.

Chicopee is one of the four communities in the Commonwealth of Massachusetts that receives in excess of $1 million. To New England, a cut of Public Law 874 would represent approximately $25 million. We feel, along with the superintendent of schools, Dr. George M. Membreno, that Public Law 874 provides quality education, that this law should be fully extended and full funding provided.

Mr. Chairman, I would like to summarize that the school districts of New England have always supported and provided quality education. The city of Chicopee has always provided equally all educational advantages for those living at Westover as Chicopee's own.

In order to continue providing quality education for all of the youth of the city, it is necessary to continue 874. Restrictions or changes as proposed by the Nixon administration for the next fiscal year would most certainly lessen the quality of education in many school districts of our Nation. There are few alternatives that remain in gaining adequate funding for education. The Nation now turns to the Congress of the United States for support. Mr. Chairman, I thank you and the committee for your interest and cooperation.

Mr. MEEDS. Thank you.

Mr. ELDRED. Mr. Chairman, we in education will resort to any means at our disposal. Now we will present the board member from New Hampshire, Mrs. Sandra Storz, the prettiest member.

Mrs. STORZ. Thank you. Mr. Chairman and members of the committee, I am Sandra Storz, representing region 1 of impact aid and am a member of the board of education in Portsmouth, N.H. I have submitted my testimony with the clerk of the committee, and I ask that it be incorporated in the record for your consideration.

Mr. MEEDS. Without objection, it is so ordered.

[The statement referred to follows:]

STATEMENT OF MRS. SANDRA STORZ, MEMBER BOARD OF EDUCATION, PORTSMOUTH, N.H.

I am a Portsmouth resident, Mrs. Sandra Storz, a life-long resident of that seacoast community of about 25,000 people and a member of the Board of Education.

Presently our school system has approximately 6700 pupils in grades K to 12. Almost 1100 of that number are military dependents whose parents live and work on Pease Air Force Base while attending elementary school on the Base. Another older group of children in Grades 7–12 travel by bus to one or the other of two secondary schools operated by the public school system in the City.

Recent studies by several consulting firms indicate that our Junior High School can accommodate 500 pupils and 1800 pupils at the Senior High School. Actual enrolment for these two buildings is close to 3,000. One could realistically say that this difference between capacity and actual enrolment is directly attributable to Pease Air Force Base dependents.

By way of background information, in 1955, prior to the construction of the Air Base, Portsmouth schools enrolled a total of 3500. In 1960, shortly after the opening of the Base, our enrolment jumped to 5500 and has continued to increase to the present figure of 6700.

Since Colonial days, Portsmouth, New Hampshire, has also been the home of a naval installation that constructs submarines. Therefore, that shipyard brings about the burden of large numbers of civilian employees at a military installation and their 1200 "B" category pupils. This combination of "A" and "B" pupils account for 45 to 50% of our total student body currently.

During the 1971–72 year, our tuition rates were as follows: Elementary, $549; junior high, $704; and senior high, $748.

Since the Federal Government does not sub-divide the various levels in this manner our "average" tuition was $667.00. By way of contrast our Federal reimbursement per pupil for "A" category pupils in the 1971–72 year was $564.78 and "B" pupils $282.39. This should make it quite obvious that for years Portsmouth has tolerated something less than *full reimbursement* of the costs entailed in educating the dependent children of military and civilian Federal employees.

Even though we have lost taxable property by the construction of the military installations, Federal highway construction and Urban Renewal, we make every effort to maintain a high quality education program for *all* the students who attend our school system. Over the years we have accepted the fact that "Uncle Sam" only reimburses a portion of our cost.

Military persons living in the area generally express the feeling that they would like to become full-fledged citizens of the community. I think that the employer, be it the Air Force or Navy, should also desire just as strongly to become a full-fledged member of the community by virtue of contributing to the support in the same manner as the general population.

Under P.L. 874 the entire State of New Hampshire is eligible for between two and one-half and three million dollars per year. Many other communities outside of Portsmouth have essentially the same problems as far as "B" pupils are concerned. All of the seacoast towns and other cities have substantially increased their school enrolment since the opening of the Air Base. To eliminate or reduce funding for "B" category pupils would be grossly unfair and unjust since this would cost my small State a loss of Federal assistance of between 1.5 million and 2 million dollars.

To the local community it is not significant whether "Daddy" is wearing the uniform of a mailman, a pilot, or a welder since the child is still an equal burden to the school system.

Mrs. Storz. Under the circumstances, I would like to make a few comments concerning Public Law 874 and the grave implications any cut in funding would have on region 1 and particularly the seacoast area of New Hampshire. Over 25 percent of our school-age children are dependents of military personnel living on base and 20 percent of the children are dependents of employees working on Federal installations.

The Federal aid derived from 874 for education of these youngsters represents only about 18 percent of our total operating budget and does not include new school buildings and a new one we must now build as a result of the children having been brought into this area due to these Federal installations.

I realize that statistics can be misleading, but I assure you, gentlemen, that these are very simply statistics and are meant to show you the problems that the taxpayers in our local community have to face. That is a greatly burdened property tax heavily subsidizing the cost of educating the children of the men in uniform as well as civilians who work on these Federal installations.

May I mention that we are happy to have these installations even though statisticians say we lose dollars and cents. We certainly do not lose as far as our social and community relations are concerned. One Federal installation in our area removed 17.2 percent of the total land area of that which used to comprise Portsmouth, New Hampshire, from the tax rolls of the city, and thus severely eroded our property tax base for the delivery of necessary public services of the community, particularly that of schools.

To me, it is unfair for the Federal Government to take over property and not meet its full obligation, thus placing the burden of subsidizing programs on the local taxpayer.

I would like to give some examples of what I have been talking about. The fact is that many retired people on fixed incomes have been forced to sell their homes and move into low-cost housing. The same applies to younger members of our community with children who cannot afford to buy property because of the tax rate, and thus they have moved into low-cost housing.

This has resulted in much low-cost housing being constructed and is still continuing to be constructed and has brought more school-age children into our already overburdened schools. The Federal Government has legislated to aid lower-income people, old and young, to secure reasonable and adequate housing, but the Federal Government does not pay its fair share in lieu of taxes, which further complicates our problem in the area of education.

The local taxpayers in New Hampshire are in revolt. They are not asking for a handout from the Federal Government, but only a just and rightful share, in order that they may continue to provide a good quality of education for all youngsters in the seacoast area.

We in New England pay the highest electric bills, the highest fuel bills, and we have the highest cost of living and, in some areas, we have lowest per capita income in the city.

We in New England believe in Yankee integrity, in self-reliance, and we certainly don't want something for nothing. But we can no longer subsidize the Federal Government in education from impacted areas. We desperately need your continued assistance in these matters, without which the education of not only impacted "A" children but all children will be critically affected.

I am here to tell you simply that we at local level have come as far as humanly possible. We cannot exist with any reduction in Impact Aid funds. We want only assurance we will receive our fair share and not be shortchanged. By "shortchanged," I don't mean dollars and cents but I mean in the education of the youngsters in our area.

All of the testimony you have heard today has mentioned "A" students, "B" students, dependents of military people, and dependents of men and women who work on Federal installations. But when it comes right down to the nitty-gritty, the facts are that we in Portsmouth, N.H., and surrounding areas cannot offer a quality education for any of these federally dependent children without your continuing aid and assistance.

Mr. **Eldred.** If we now may move to California, Superintendent of Schools Dr. Jim McDonald, who may also be able to comment on your revenue sharing for California.

Mr. **McDonald.** Thank you. Mr. Chairman and members of the committee, I represent three school districts. No doubt you have not heard of the school districts but you have heard of Camp Pendleton, the huge military base which takes in a great deal of our former school territory.

I am here to talk about section 2 of Public Law 874. We have heard a great deal about "A" pupils and "B" pupils, very little about section 2, which is a little-known section. There are approximately 150 of these school districts, and many of them receive no other aid other than section 2. We come in that category.

To qualify, you need a substantial reduction in local revenue by acquisition of real property, by the Federal Government and that acquisition must impose a substantial and continuing financial burden. As far as Fallbrook is concerned and Oceanside, we lost a considerable amount of our territory. Actually the Fallbrook Union High School District suffered a 56-percent reduction in 1942 as a result of Federal Government acquisition of the Camp Pendleton Marine Corps Base and Naval Weapons Station, Fallbrook Annex. This has seriously restricted the economic growth in this area.

For example, when I go to Los Angeles to come to Washington, I have to drive a few miles south to get north because, of course, of Camp Pendleton.

Our taxpayers have consistently shown good faith in their school by voting bonds for buildings. In addition, when Camp Pendleton authorities requested assistance for educational programs for their base brig, many of you remember the Life magazine articles of several years ago where they had very serious problems; we stepped in and formed an educational program at Camp Pendleton base brig, and we have had hundreds of Fallbrook High School graduates graduating from the Camp Pendleton Marine Corps brig. This is something we didn't have to do, but we are the only educational agency that could do it, and our board voted and stepped in, and this is a program I think you are going to see instituted in a number of areas throughout the United States because it has been so successful for Camp Pendleton.

The question of a school on base that was asked by Mr. Dellenback, I believe—the Fallbrook Elementary School has a school on the base, but this is a school where the teachers are hired by the district and the maintenance and operation is paid for by the school district.

We are proud of our educational program. We had a statement here where a person said he was not an educational type. I am proud of being an educational type. Some of us are wondering if some members of the administration, some politicians, these days aren't quite so proud of the educational type. We feel a change in atmosphere.

We sincerely hope that this committee—and we appreciate the support the committee has given 874 in the past—we hape that H.R. 69 goes through and that this aid which is so vitally needed is continued. Thank you, Mr. Chairman.

Mr. ELDRED. If I may present Lawrence Hauge from Clover Park, Tacoma, Wash.

Mr. HAUGE. Mr. Chairman, it is a privilege to be here today, and I appreciate the opportunity to make a statement in behalf of Public Law 874. The Clover Park School District is located in a prime impacted area. We received Federal impacted funds for 32 years in one form or another. Within the district or adjacent to it, we have Fort Lewis Military Reservation, McChord Air Base, Madigan General Hospital, U.S. Penitentiary on McNeil Island, so we are heavily impacted and vitally interested in the program.

The school enrollment in Clover Park District is 13,900 pupils, K through 12 pupils, of which 51 percent are federally connected, almost equally divided here because 3,582 live on Federal property, 3,564 live off Federal property but have one or both parents employed on Federal property. The district is suburban and residential, with very little industry.

About half of our district lies within McChord or Fort Lewis area. As a result, less than half of this average first-class district is in the State of Washington. Therefore, in spite of consistent support on the part of our voters and taxpayers, only once in 32 years has there been a loss in a levy in our district.

In spite of this support, there is no way a district such as ours can maintain a comparable program with its neighbor without this additional help we realized through 874.

Two of the most pressing problems common to most districts are low valuation per pupil for tax purposes and an unusually high turnover of students. As with Clover Park, there are hundreds of districts in our area in the Northwest which are very dependent on 3(b) provisions of this law.

For every example thrown out of a Montgomery County, where detractors seem to love to point this out, however wrong they may be—for every example such as that, we have a hundred Richland school districts, and for every Fairfax or Prince Georges County, where they like to detract from the program, we have 100 North Kitsap school districts. I would like to cite these two examples because they are fairly typical of the importance of 3(b) funds to our area.

The Richland School District and southeastern corner of the State of Washington is a creature of the atomic age. The major factor in the economic state is the Atomic Energy Commission and its contractors. Although the school district no longer has any direct connection to

AEC, the parents reside there because of the Commission activities. As a result, financial support of the schools rests heavily on 874 moneys.

Of the 473 square miles in the Richland School District, approximately 322 square miles, or 75 percent of the district, is Federal reservation. Within the remaining 25 percent of nonreservation areas, a fourth of that is tax exempt because of various governmental regulations. So, in spite of the fact that there are 75 percent of the Richland School District on Federal reservation, there are only 23 percent category 3(a) students in the district, whereas there are 3,679 3(b) students, better than 50 percent of the student enrollment, and it does not take much imagination to perceive the disaster that would come if the 3(b) section of this program were cut out.

I have a letter with me, Mr. Chairman, from the superintendent of schools of the Richland School District, Mr. Robert Iller, and I would like to enter that in the record with my testimony today. It documents some of the things which we have been talking about.

Furthermore, I would like to ask consideration of the examples of districts in our Puget Sound region of Washington State. These are well known to Mr. Meeds, of course. Last Friday we had a headline in our newspapers out there saying "Bangor Will be the First Trident Base." The next day the headline went a little further and it said: "Bangor Braces for New Injection of Jobs and Money." Of course, what the headline should have said was: "Jobs, money, and kids."

The Northwest is honored and pleased to be selected as the location for this new submarine installation, which is adjacent to Bremerton and the very fine Puget Sound Navy Yard. We are happy for the 5-year construction program and the workers that will be employed on that project.

While local businessmen are elated with the news, the superintendents of schools of the North and the Central Kitsap Districts, respectively, where the greatest impact will be felt, are understandably very concerned. Already faced with critical cutbacks in 3(b) funds under 874, they are wondering what the future will be if Congress acquiesces to administration wishes to eliminate 3(b) students from Public Law 874.

Additionally, I could cite that there are many other examples that are similar to this, perhaps not as critical as the ones just cited but very critical to those districts concerned. Oak Harbor is a good example, Mr. Meeds' home area. Bremerton, South Kitsap, Franklin Pierce, Bethel, all school districts, but each has the problem virtually as these cited above, and they are very similar to districts in many of your own constituencies, I am sure.

Public Law 874 is the only source that keeps impacted districts on a par with others in the State. This program of support is so well established, so well administered, and allows such flexibility to local boards in meeting local needs that we respectfully ask Congress to consider giving Public Law 874 an extended life. Without a significant multiyear extension, the continual uneasiness besetting districts such as ours results in serious questions of program stability.

We say the basic provisions of the law are excellent. We earnestly request that the law be extended, principally in its present form, and we are quite apprehensive about what we hear of the revenue-sharing plans or what we have seen in some of the other, noneducational areas thus far in revenue sharing. We feel that the problem of the impact districts very possibly will not be taken into consideration.

So we would ask that the Congress give us the opportunity to continue with this program until an equitable program can be devised of another type.

[The letter from the superintendent of schools, Richland School District, follows:]

RICHLAND PUBLIC SCHOOLS,
ADMINISTRATION BUILDING,
Richland, Wash., February 16, 1973.

Hon. CARL D. PERKINS,
Chairman, Education and Labor Committee, House of Representatives, Washington, D.C.

DEAR MR. PERKINS: I am greatly concerned for the financial malaise that is affecting the educational opportunities of pupils in Richland, Washington schools. While every school district must consider its problems unique, public education in our Atomic Energy Commission-created community is acutely sensitive to the ebb and flow of Federal funding.

The AEC and its various contractors have long been the major factor in the economic life of Richland. Although the School District is no longer directly linked to the AEC, the parents of most of our pupils reside here because of the Commission's activities. As a result, financial support of the schols rests heavily upon P.L. 874 monies (impacted aid funds).

This year's final budget for Richland schools lists $556,643 as revenue under P.L. 874. The amount is currently in jeopardy as a result of conflicting philosophies between Congress and the President. While the issue is being decided, Richland schools are more than one-half way through the year for which the 874 revenue had been budgeted. In our delicately balanced fiscal state, either delay or non-arrival of these funds throws us into financial chaos.

The major conditions which give rise to our particular circumstance can be summarized as follows:

(1) Of the 473 square miles in Richland School District, approximately 322 square miles are Federal reservation. The non-reservation area (approximately 115 square miles) represents only 25% of District property. Within this remaining 26%, a further portion is tax exempt because of other governmental exemptions. (See Exhibit No. 1)

(2) Although the District is no longer supported directly by the AEC, most of the local pupils have parents who work for the Commission, Commission contractors, or perform Commission-related services in the private sector. (See Exhibit No. 2)

(3) The taxable portion of the District is largely composed of residential units which were constructed for families of AEC contractor employees. When these homes were sold to individuals, the price was extremely low causing an artificially depressed District property average on which to base school taxes.

(4) Businesses located off the reservation are predominantly owner-operated service ventures. There is no heavy industry. Light industry is concentrated on Port District land, which is non-taxable.

(5) The assessed valuation per pupil in Richland during the 1973 tax year was $9,984. The State average was nearly twice as much ($19,776). This difference should reasonably be made up through 874 monies. (See Exhibit No. 3)

(6) Because there is no family housing on the AEC reservation, nearly all of our 874 eligible pupils are Class "B". This category is currently not receiving 874 payments.

(7) Richland schools must annually supplement operating funds through a local excess levy. The amount scheduled for the 1974 tax year is $993,000. Any decline in 874 funds will necessitate a sharp increase in our excess levy request. Local property owners will be hit doubly hard because low taxable valuation requires a high tax level on each piece of eligible property. (See Exhibits No. 4 and 5)

(8) The AEC has recently provided two supplements to bolster District operating funds ($330,000 in 1971, and $350,000 in 1972). The Office of Management and Budget has stated that this funding source will not occur again, requiring local funds to pick up the slack. (See Exhibit No. 6)

(9) While Federal support for Richland schools is declining, employment projections for the reservation show a sharp increase. The resultant work force is

expected to reside in Richland, as housing is available, adding further pressure to an already hard-pressed School District. (See Exhibits Nos. 7 and 8)

We do appreciate the assistance Richland School District has received from the AEC, and other governmental agencies in the past. The resources invested in local schools have produced a student body superior to most in the Nation. Recent developments, though, cast serious doubts on the possibility of continuing this level of service to children of AEC-related employees.

In capsule form, our AEC-developed community School District suffers from severely restricted revenues caused by a disproportionate level of Federal tax exempt property. At the same time, sharply increasing employment projections in these tax exempt areas foretell greater responsibilities for local schools. When P.L. 874 compensatory funds, which should equalize our District finances with others in the State are threatened, our fiscal house of cards collapses.

Your consideration of Richland School District's plight is sincerely appreciated, Mr. Perkins. Feel free to use our dilemma in developing your arguments favoring continuation of impacted aid funds.

Yours truly,

ROBERT W. ILLER, Ed. D.,
Superintendent.

Enclosures:

EXHIBIT No. 1

Map of taxable and nontaxable land in RSD referred to subcommittee files.

EXHIBIT NO. 2.—INFORMATION IN REGARD TO PUBLIC LAW 874 PUPILS, 1971–72

	Number	Amount	Percent	Total
"A" students	23	$413.44	90	$8,558.21
"B" students	3,679	208.72	73	555,181.70
Non-Federal students	3,379	0		0
Total ADA	7,081			
Total payment				563,739.91

EXHIBIT No. 3.—ASSESSED VALUATION OF RICHLAND SCHOOL DISTRICT, 1972

District	Valuation per student
State average	$19,981
Kennewick	11,066
Pasco	19,573
Richland	9,984
Walla Walla	17,687
Wenatchee	21,904
Yakima	15,559

Source: State department of public instruction.

EXHIBIT 4.—HISTORY OF RECENT RICHLAND SCHOOL DISTRICT LEVIES

Year	Amount	Percentage yes	Passage
1967–68	$670, 000	72.0	Yes.
1968–69	669, 000	70.4	Yes.
1969–70	484, 395	69.8	Yes.
1970–71	800, 000	62.5	Yes.
1971–72	850, 000	78.5	Yes.
1972–73 Feb. 8, 1972	1, 700, 000	53.9	No.
1972–73 Aug. 30, 1972	1, 520, 000	56.3	No.
1973–74	993, 000	73.9	Yes.

EXHIBIT 5.—APPROXIMATE MILLS REQUIRED TO RAISE $1,000,000

District	1 mill raises	Mills for $1,000,000
Kennewick	$84, 541	11.83
Pasco	103, 161	9.69
Richland	81, 111	12.38
Walla Walla	110, 360	9.06
Wenatchee	126, 231	7.92
Yakima	195, 779	5.11

Source: State Department of Public Instruction.

EXHIBIT NO. 6

EXECUTIVE OFFICE OF THE PRESIDENT,
OFFICE OF MANAGEMENT AND BUDGET,
Washington, D.C., November 8, 1972.

Mr. ROBERT W. ILLER, Ed. D.,
Superintendent, Richland Public Schools,
Richland, Wash.

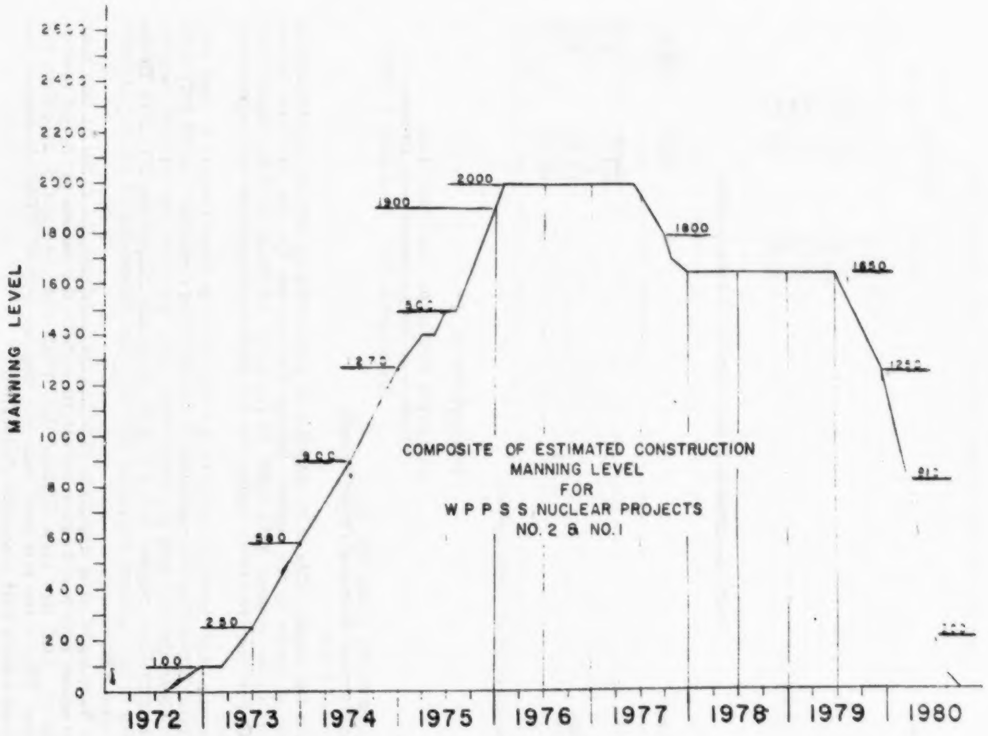
DEAR DR. ILLER: This is in response to your letter of October 13, requesting release of funds to the Atomic Energy Commission for the Richland School District in the amount of $350,000. As you know, no funds for this purpose were included in the President's budget for FY 1973, as transmitted to Congress last winter.

I would draw your attention to the fact that the record shows a clear congressional intent that the payments to the Richland community in FY 1972 were to have been the last such payments from AEC. Moreover, the relevant congressional committee reports for FY 1973, although supporting FY 1973 funds, express further concern regarding the continued dependence of the city of Richland upon AEC money.

We have noted your argument that failure to release the funds at this time in the school year would cause serious disruptions throughout the school system. Therefore, AEC has been advised that OMB will reluctantly apportion the $350,000. *This is the last year, however, that we will be willing to support the Richland schools with payments of this kind.*

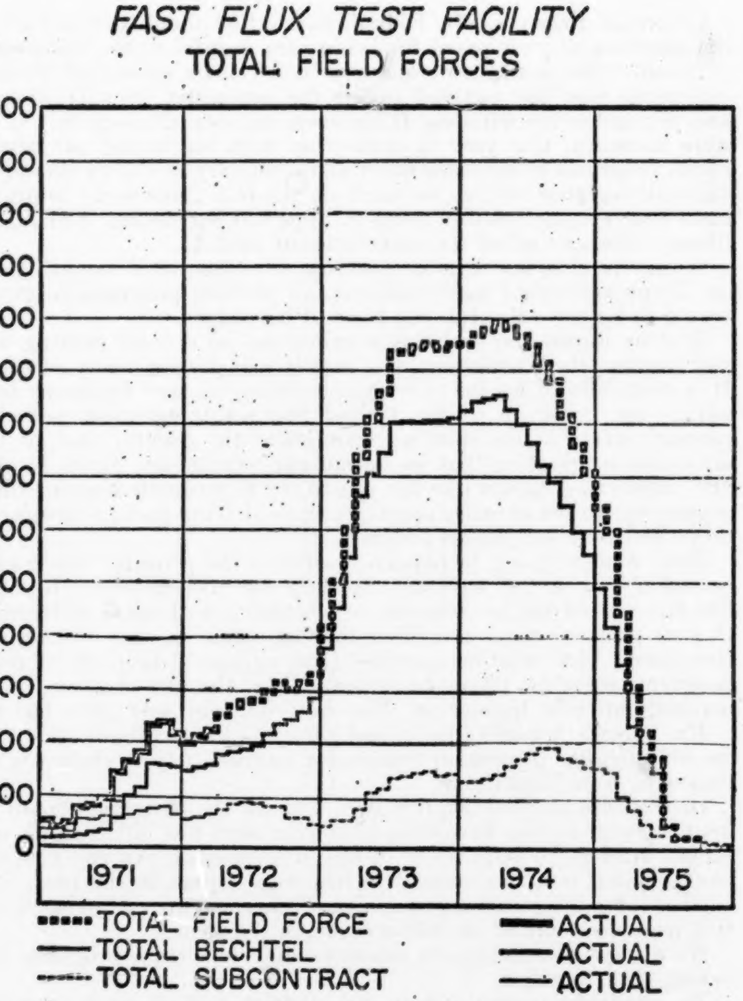
Sincerely,

WILLIAM A. MORRILL,
Assistant Director.



Source: Washington Public Power Supply System

EXHIBIT No. 7.—Employment Projections, WPPSS



Source: Bechtel Monthly Progress Status Report, March 1972

Exhibit No. 8.—Employment Projections, Bechtel

Chairman **Perkins**. Mr. Eldred, let me first thank you and all of the members of your panel for being very helpful to the committee.

I would like to address a question to the entire panel and let each individual that has testified before the committee identify himself and respond to the question. It has been my idea all along that if we were successful this year in connection with improving our educational programs at the elementary and secondary levels, we should tie them all together and, as we mark up the bill, make every improvement that we can possibly make in impacted legislation, ESEA, the library title, and all of the other titles of ESEA.

It may be that my way of thinking is wrong, but I would like to see if you agree that we should keep all of these programs together, trying to improve them in one piece of legislation.

It is my impression that this so-called special revenue sharing will not improve these programs, but that it will destroy many of them. It is most difficult for me to reconcile—take your own testimony here today—the President of the United States talking about reducing property taxes in his speeches throughout the country and, at the same time, suggesting that we do not appropriate any funds for the "B" children—I would like for you to try to reconcile some of these suggestions in the so-called special revenue-sharing package insofar as they affect your own impact program.

Now, what is going to happen insofar as the property tax is concerned if you do not have any funding for "B" children? I would like for each of you to comment on whether it will cause an increase in your property taxes and, if so, to what extent in your own respective areas. Also, whether you feel that we should keep all of these programs together, trying to improve them the best that we can in marking up this legislation. You can comment first, Mr. Eldred.

Mr. **Eldred**. I would like to, and I would like to call attention that we did miss one gentleman who had a football play to show you on the screen from West Point.

In response to your inquiry, yes, I think the program should be kept together as you have done it in your very fine bill. I think you should attempt to improve it in any way possible. As you yourself have pointed out, this committee has, many times in the past, considered these programs and, I am sure, has come up with what is the best possible result of its deliberations in the past.

We always would hope to fine-down and hone these programs but to keep them together.

To eliminate impact aid in my district and go to a so-called revenue-sharing, as the proposal now stands, as I understand them and as I understand the law of the State of California—should you take from me the impact aid, you cannot, in the same breath, talk about the burden of taxes on the local people. In my community, I would have to add to those taxes. You are talking about a tax increase of better than a dollar per hundred assessed valuation. I hazard a guess it is closer to $1.42. I would have to check that out.

Revenue-sharing—if you would give this money presently to the State of California, my district would lose. That would go into the State coffers. I am controlled by inflationary factors and cost factors. If revenue cannot increase, the revenue-sharing for the State of California would be a waste and would be a double burden placed upon the local taxpayers.

Gentlemen, the chairman has asked that each of you identify himself.

Mr. **McDonald**. Dr. Jim McDonald from Fallbrook Union High School District. In answer to your question, we went to court a few years ago to prevent the very thing you are talking about, and the courts held the money had to come directly to the district rather than the State.

We went to court because of the waste and bureaucracy that builds up at the State level in distribution of funds. We have seen that time and time again. For our high school district, it would take approximately 32 cents if Public Law 874 were removed. At elementary district, it would be approximately 50 cents. We are talking to the same dollar.

Mr. **Cierpial**. Ken Cierpial from Chicopee, Mass. In response to your question, Mr. Chairman, currently Public Law 874 is applied directly to reduce the tax rate. We receive money from Federal Government directly into the school department. With revenue sharing we are not guaranteed receiving any of this money for education. Thus far our city fathers have used this for other capital outlay, other than education.

Eliminating 874 would cause about $15 increase in our tax rate per thousand for the community. It would be foolhardy and it would create further financial burdens if 874 had been eliminated.

Mrs. **Storz**. I am Sandra Storz, member of the School Committee, Portsmouth, N.H. I guess that New Hampshire has a very unique problem as we have such a large legislature, that in order to get any funds, it takes about 3 years. I am afraid if revenue sharing funds go into the State coffers, they would not be used for education, they would be used to lower the property taxes, and thus I am afraid that we would have to close shop. It would increase our tax rate between $15 and $18 per thousand, and I am afraid that, in return, would cause many people to move from the community.

I also believe that any program, whether it is Federal or local, can be improved upon, and I would like to see 874 continued and that we work together to make it a better program.

Mr. **Dellenback**. Mr. Chairman, I am not sure that all of the witnesses understood the thrust of your question as far as the special revenue sharing for education is concerned. The last two witnesses seemed to me to be speaking in terms of general revenue sharing rather than special revenue sharing. I thought the question was a well-directed question.

Chairman **Perkins**. Yes, I think the question was referring to special revenue sharing.

Mr. **Dellenback**. The answer of the last witness dealt with funds to the State legislature and none of it getting through. If we look at the bill proposed, it calls for an automatic passthrough for educational purposes of approximately 60 percent of the funds.

Chairman **Perkins**. For only "A" children and title I-type children.

Mr. **Dellenback**. We are talking more than about impact aid in keeping all of the elements of the program together.

Chairman **Perkins**. The thrust of my question is how it will affect them as far is impact aid is concerned.

Mr. **Dellenback**. Then your question is not meant in dealing with elementary and secondary?

Chairman **Perkins**. Yes. The thrust of my question is how it will affect impact aid, assuming there is no appropriation for "B" children.

Mr. **Dellenback**. Your question, so I may be clear, is not intended to deal with special revenue sharing?

Chairman **Perkins**. Yes, special revenue sharing.

Mr. **Dellenback**. But only with its impact on impact aid?

Chairman **Perkins**. Let us confine it to that—special revenue sharing to impact aid. Go ahead.

Mr. **Eldred**. Thank you.

Mrs. **Storz**. If a "B" student is not funded, the State of New Hampshire will lose almost $800,000. We will lose, in the city of Portsmouth alone, $250,000 of that, and it would make our tax rate increase about 3 percent.

Mr. **Akins**. Charlie Akins, superintendent of Hardin County Schools, Kentucky. In my opinion, Mr. Chairman, ESEA and impact aid address themselves to real problems for the local school system. Any failure to recognize these real problems and to provide for the objectives as provided in ESEA and in impact would be a mistake and step backward as far as education in Kentucky is concerned.

As far as our impact, our impact is totally 3-B in Hardin County. We have 3,200 "B" category students. Our loss in impact aid would necessitate a 20-cent increase per $100 of assessment on our tax rate. Our assessment is on a 100 percent assessment to actual market value. Our total tax rate is 41.7 cents. The loss of revenue from impact would constitute a 50 percent increase in tax burden of our local taxpayers in Hardin County.

Mr. **Hauge**. Larry Hauge, State of Washington. Mr. Chairman, I feel, in answer to your question here, that the very nature of impact aid, which is to recognize the local burden put on that local district that must educate children because of the Federal Government by that very nature, if this was part of a revenue-sharing package and that particular burden not particularly recognized or pointed out, that there would be a great loss.

Since 3 B is the category under discussion mostly here, in the State of Washington if the 3-B was not funded, the State would lose about $9.6 million, and I think that this would be something that in no way would be made up through a revenue-sharing package or a special package which came to the district unless it were mandated as such from Congress. In our particular district alone, it would be about 5 percent of our budget for the 3 B's and 11 percent for 3-A's. Thank you.

Mr. **Duncan**. Dr. William Duncan from Highland Falls. I have already cited this in my report, what the effect of the losses to "B" children on taxes I pay for schools in my own house, which would amount to $16 per thousand and would put my taxes up $176 in 1 year.

If the sepcial revenue-sharing bill, as I have read it, were to go through, it would effect another hardship on us because, in the first place, it provides for payment on the basis of one-half the national average cost of education, and cost of education in New York State is greater than that by some $200, so we would lose an additional $40,000, which would be about another $4 on the tax rate. My taxes would go up $220 more in that 1 year.

In addition, I understand that the revenue-sharing bill as it was originally proposed contains a possibility for the State to transfer up to 30 percent of the funds from any one category to another. In New York State in the past 4 years, the State's share of support for education has decreased from 49 percent to 41 percent. I don't believe there is any way in the world that money is going to go through the city of Albany without a large part of it sticking there.

Mr. FISH. Dr. David Fish. I think I can make three points about this. First of all, I would say we have seen a pattern where first the percentages of impact aid were cut—not the number of students were cut—the percentages. Second, in this year, they proposed military only. This was not in the basic law. Now the proposal is a category only; as we see the pattern, next year it may be nothing at all.

We believe that the administration—the position taken here is systematic denial of Federal responsibility in direct contravention of the finding of Congress and committees and groups that have studied it for the Congress.

Second, we would see a proliferation of bureaucracies, another place to go, another bureaucrat sitting behind the desk, exerting his power over the local individual.

We see, additionally, a third point, a diminution of local control. Impact aid is popular with us because it puts the power back in the hands of the local elected officials responsible to those people for education of their children and they can make the decision. We see another leveling happening here.

I would like to mention the basic philosphy that is involved here. This is one country, and it is one economic unit. My three children were born in three different cities in two different States. If I were to ask this room how many people were living in the school district that paid for their education, in California as few as 10 percent would raise their hands. If I asked how many lived in the State that paid for their education, a third would raise their hands.

Public Law 874 is a shining example. Public Law 874 is reform legislation. Yes, there are problems. They are infinitesimal. Montgomery County and Fairfax County are a small part of it, just located here. We don't have a big bureaucracy here to play the cocktail circuit and tell you how great it would be if they had the money in categorical programs.

You have heard the people from the areas. They are the ones who meet the budget. We talk about money and we talk about the local tax rate because that is where we go if this is lost. Thank you very much. I am sorry for taking too long.

Mr. LEHMAN. May I ask one other question. Mr. Hauge from Washington did make a couple of statements that I would like to comment on or refer to. You made a statement that (1) your district is principally suburban and (2) you would like to keep 874 in its present form.

Of course, what I mentioned before is that most of the testimony here today is from superintendents from either rural, small town, suburban, or small city areas, and it doesn't really—and I am not trying to make an issue of this, but on page 103 of this book, in the section 303, item C, if we could get this included into this impacted area fund, where it says: any low-rent housing, whether or not loaned by the United States, which is part of the low-rent housing project assisted by the U.S. Housing Act of 1937, section 516 of the Housing Act of

1949, or any part of title 3 of the Equal Opportunity Act of 1964—I would like to see that part of this impacted area.

I think you are going to have to close ranks for those people. You are going to have to get support from big city superintendents to make this thing go, and, if you want to get my support, you are going to have to include this in. I want to go on record to that effect.

Mr. ELDRED. Thank you, sir. Should this committee be so successful to give us back the law with that section in it, I assure you those present here will do all those things to work toward getting funding for that section.

Mr. LEHMAN. I know it will be better for the country and I know it will be better for my own district.

Mr. ELDRED. We still have Dr. Davis. Would you like to respond to the chairman's question?

Mr. DAVIS. S. John Davis. We hadn't had an opportunity to study the special revenue-sharing bill as much as we feel we would have to before speaking in depth. Let me say this: Recent action by our own State legislative group has indicated that the so-called wealthier counties of Virginia—and Fairfax included—will not be included for additional funding for our new standards of quality program in the State, and it is my feeling that if we have to anticipate these funds coming from Richmond, that we could well end up with the money being earned in Fairfax County and yet going to other supports in the State, so we would prefer continuing with impact aid with ESEA as one package.

To answer your question, the impact on our local taxes would be about a 10-percent increase.

Mr. ELDRED. Mr. Chairman, there is a side effect by the way of loss of impact funds. Should we lose 874 funding, we would have to reduce expenditures per pupil. Therefore, under the present law we would lose eligibility for ESEA title I funds. So you would kill both of them with one stone.

Mr. NEWTON. Mr. Chairman, I am Charles Newton, Wayne Township Schools, Dayton, Ohio. To respond to your question, the loss of Public Law 874 funds would probably require about 50 cents per $100 additional property tax in our community.

Mr. CROSS. Howard Cross. Mr. Chairman, under our setup, it is not much different from Mr. Newton's. Our equivalency would be 7 or 8 mills. There is no way we can raise 7 mills. We have additional housing units on the base. Some of those are occupied. We have the impact of those children coming. Our community was one of the 10 percent of school districts in Ohio that just passed additional $2.7 million worth of bonds for building. I don't think they are going to be able to absorb 7 mills. I would propose we stay with what we have.

Mr. ELDRED. Mr. Chairman, I think they have all responded. I wonder perhaps if you might consider about 4 minutes from our football player, Mr. Duncan, superintendent, Highland Hills, N.Y.

Mr. DUNCAN. Mr. Chairman, I wanted to bring a visual aid here to demonstrate and make the point very graphically that we are impacted, we are going to be impacted, and there is no way it is going to change, if I may.

Mr. **Eldred**. Dr. Duncan is from Highland Falls, N.Y., which is West Point. When you see what they have left in his district after taking out West Point, you wonder why he doesn't get another job.

Mr. **Duncan**. This is the town of Highland Falls in late 1930's, which comprised most of our school district. In 1940's, the Federal Government came along and they took this land away. This was indeed a villainous act in and of itself but, at the same time, another organization, Palisades State Park Commission, came along and they took this much. We are left with the areas on the map which comprise 1,700 acres out of approximately 23,000. We have 21,000 in the township and 3,000 outside.

So that this is an impact which is not going to change. The Federal Government is not going to give us back any of this land, and Palisades Park Commission certainly isn't.

It is interesting, the one question that our taxpayers ask us every year with respect to "A" and "B" students is: "Why should I pay more in local taxes to give a free education to students whose parents pay nothing in local taxes and nothing in State taxes, either?"

The main thrust of my report is that insofar as Highland Falls is concerned, the "A" students do not pay for themselves. I have contrasted the amounts of money received for the "A" students as compared to tuition students. We have a tuition rate developed by New York State Education Department, and it is not a thing out of the air, because we do receive 90 tuition students from neighboring district that has no high school, and they pay this amount of money.

So that for us the 3B students simply just make up the difference between what it cost to educate 3A students and the amount of money we receive for them.

I would like to make one other comment with respect to the "B" students and justification for them. That is, the "B" students in surrounding districts are there because of the attraction of West Point. There isn't any way those people could live in Highland Falls even if they wanted to because there isn't any housing available. The attraction is there, so they live in surrounding areas.

One of the hardest kinds of districts to finance for education is a bedroom community. I have shown that the tuition rate in our district which reflects the actual cost of education exclusively of State aid of $971 per student. There are very few houses anywhere in that area that will pay $971.

So every time we attract a house into our community or into a neighboring community, it costs that school district money, and if they happen to turn out to be of the four-bedroom varieties and they are all filled, there is no way any of those houses will pay for themselves.

We have built a new high school in Highland Falls for which we didn't get a cent of Federal aid because there was no construction money in Public Law 815, even though 30 percent of our high school population are 3A students.

We have, in the past 4 years, with the decreases in funding levels, effected economies in our district. We have released teachers and guidance counselors and custodial workers and a stenographer.

With regard to the question on the public housing proposition, the other districts in New York State and New Jersey and Pennsylvania which we represent would, of course, be very much interested in that, particularly in New York City. The city of Newburgh, which is immediately adjacent to us, also has low-cost housing, and they would be interested in that because they would get considerable income from it.

Our town of Highland Falls has decaying population, and we had last year some residents to descend on us to demand improvements made on their housing, and one of the remedies they cited was getting some Federal money, but we would fight that to the ultimate because that would remove some more properties from our tax rolls and so we would wind up with an even smaller tax base than we now have.

I believe that Public Law 874, as it is presently constituted, takes care of all kinds of districts. It takes care of ours. We have aid under section 2, section 3A, and neighboring students have only 3B, but they have students because of us. Other districts have 3A.

So it is difficult to think of a piece of legislation. Certainly I don't have that kind of intellect that would be better than the present one. Thank you for your attention and in the viewing of our visual aid.

Mr. Eldred. Mr. Chairman, we have heaped upon you witness after witness. I think the audience this morning is indicative that the impact superintendents are firm in their position as to the need of continuance of this very justifiable program.

We thank you for the time that you have granted us. We wish to rest our case in your hands and offer our assistance and answer your questions.

Chairman Perkins. Let me ask you one question in conclusion. Do you have any suggestions as to how we can improve the impact program?

Mr. Eldred. The present impact program, as far as authorization legislation is concerned, sir, is a very justifiable program, and it provides for the money to follow the child.

In my opinion, I do not think you can improve upon that. Some of my panel members might like to differ from me and please feel free to do so.

Chairman Perkins. Any comments from the panel on that question?

Mr. Hauge. Mr. Chairman, if I may, we have always felt in our area out at Clover Park that the cost of educating the youngster because of the great turnover rate is above what it would be in a normal situation.

We find in our area where we have had up to about 15,500 children, as many as 4,500 kids move in during the year and as many as 4,500 move out. There is a constant turnover here. A lot of these reside in the community because there is not always room on the bases.

These youngsters, being on the move as they are, do cause an additional cost to the local district. This should be recognized and must be recognized that there is justification for both type of 3"B" students here.

We have always felt that they are more expensive to educate than the average student who is there year-in and year-out. We would urge strong consideration be given toward this too.

I would echo what Mr. Lehman has said. I believe very strongly in this public housing business because this is kids in a community and in a nontax situation and the school district which must rely on property taxes principally to get its income, its revenue, is getting no revenue from that and yet they are getting all of these youngsters.

If you ask us what Congress might do to improve the program, basically it is a sound program, with low administrative cost and well administered by the people downtown here, and what we need really is to have it funded in the way Congress intended it to be funded when it was organized.

Thank you, sir.

Chairman PERKINS. Mr. Forsythe?

Mr. FORSYTHE. Thank you, Mr. Chairman.

I have a couple of questions. I would like to address the first one to Dr. Fish. In view of the *Serrento* decision and where that is heading, isn't there a direct relationship as we look forward to educational funding at the Federal level with this current impact program?

I would like to have your thoughts since that is a California case.

Mr. FISH. I have read the Serrento opinion. I must hasten to say that is still an opinion. We have no decision. We have not seen what the Rodriquez decision will be. The basic point that the child's education should not be a function of the property wealth of the district if equitably worked out may some day remove the need for Public Law 847, but that is not the case, and it has not happened yet and in the restructuring of the financial laws in California this last year, it did not happen either.

Mr. FORSYTHE. The fact remains that it is certainly something that we here in this committee have to start to look at and follow through.

Mr. FISH. I would say so.

Mr. FORSYTHE. I agree the decision is not here yet, but imminence is not very far around the corner.

Mr. FISH. I would be hard put to second-guess the Supreme Court at this time.

Mr. FORSYTHE. I will join you. Second, Mr. Hauge, it seemed to me in your testimony that a lot of relation to the question of a tax base is involved in your problems. I am not sure that your situation was the most dramatic and particularly after Highland Park, but I came to this one first.

It seems to me that the present "B" program does not relate to this problem at all. You have the problem of an industry that is employing people and the industry is not in the district, and you have the same situation without a commercial tax base under this student.

Do you not feel that that kind of an approach toward this support is not a necessary one, where the difficulties really relate to your tax base under your students rather than to the mere fact of where they were?

Mr. HAUGE. First of all, I qualify that a little bit because in our particular district, most of these nontaxed industries are within the bounds of our district. But, to some of our adjoining districts, who are bedroom communities as we are, and who have parents who work on these nontax industries but in another district, I think this is what you are getting at, is it?

The comparison is there.

Mr. HAUGE. I would cite you one example I gave of the North-Central Kitsap areas where the Trident base is about to go in up there. This community, where it is going to be built, is in the North Kitsap School District, but it is adjoining Central Kitsap.

Central is going to have as great an impact as North is. How can the people in that community possibly pay for the additional taxes that would be necessary to house and to educate those youngsters even though the industry is in the next district. I think that is the problem.

Mr. **Forsythe.** One more comment that distresses me somewhat. As I understand the proposal for special revenue-sharing, and again we do not know the actual proposal, but as we had it 2 years ago, special revenue sharing, having nothing to do with the already enacted general revenue-sharing program, the total dollars flowing are about the equivalent of the total programs that it is now to cover and maybe that is low.

That is a question that I think is certainly open to discussion. But, it seems to me that almost to a person you are saying that if anybody at the State level gets their hands on education money, it is not going to educate kids. That disturbs me.

Mr. **Eldred.** We are not really saying that, sir. The total dollar flow is not the same. The President, in his message, refers to this in his 1974 message. He compares this total dollar flow in his 1973 budget which has not yet been passed by the Appropriations Committee. The 1973 budget request is a reduction from the commitment to the Federal Government from 1972.

So, it has been a step down and it is not an equal flow of dollars for education in the programs in question. It is when you compare it as he has done to a nonexisting authorization of this Congress.

In answer to the other part of your statement, perhaps some State officials cannot really be trusted, but existing laws perhaps on the State level, which would again take time to change there, should this bill be enacted as it presently would indicate it would be, would forbid the passage of this money down to the local districts.

In California, there would be no way in the world for the State to give me that money unless you insisted in your bill that they do so. Then why not give it to me direct in the first place?

Mr. **Hauge.** Could I add one comment. From our State of Washington, we have gone through, as some of the other States have, the experience of having the State legislature and the superintendent of public instruction through legislation attempt to subtract out—that is, in the amount of equalization money we got—so the net effect was the same, up to 85 percent of the impact aid moneys or the equivalent of that much that came directly to the States.

As you know, the case in Virginia, I believe it was, kind of set that aside and the States quickly passed laws to prevent this. But this is what we fear is going to happen again under general revenue sharing.

The sympathy and understanding for the cost to the districts and the need there simply is not there in some of these State departments or legislatures.

They find that since the money is coming in, let's spread it around to everyone without recognizing the additional burdens these local districts have. This is what we fear might happen again under our special revenue sharing law.

Mr. **Forsythe.** Let me close with one comment. As I understand it, maintenance of effort would be mandated under any special-revenue-sharing program, and I would certainly not want to see anything less so that we cannot see it taken away from education.

Thank you very much, Mr. Chairman.

Mr. ELDRED. If I may respond to one point. The proposed revenue sharing deals with only money for "A" category—the proposed revenue-sharing bill eliminates all "B" students from the money.

Mr. FORSYTHE. But again the money or dollars, and I do not quarrel with you, we are not operating on an appropriation that was passed and signed by the President. We are operating on resolutions, but still in his proposal and his thinking, it is not reducing dollars as he sees it.

FROM THE FLOOR. The figures that we have show that the amount of money for 1974 would be very close to the amount of money for 1972, but I suppose at least from my point of view, my special interest is elementary and secondary pupils in the public schools.

This 1974 money would represent a $400 million increase over 1972 money for higher education. It would represent an increase of money in the national institutes of education. When you get right down to the money flowing to the school systems for the operation of public schools, my understanding of the figures are that we will be $500 million to $600 million less than the actual dollars in 1972, and then when you add to that the loss of value from inflation, we are talking about a 15- or 20-percent reduction in the actual amount of money that school systems will have to spend on children in the public schools.

Mr. LEHMAN. Could I recognize at this time the Florida contingent, which has not been very vocal. I would like to have the people stand up so we can welcome them, if I may. Mr. William Mullen, from Brevard County School Board, Titusville, adjacent to the Kennedy Space Center; Orville Calhoun, associate superintendent from Jacksonville.

Mr. John Boden, director of Federal programs from Panama City, who agrees with me happily on the low-cost housing; Jess Tetnus from Green Cove Springs, one of Jacksonville's suburbs; James Coggins from Pensacola; and Rose Waldon from Orlando, director of special programs.

I am glad that you are here. I am glad Florida is so ably represented and we will include your testimony in the record according to what Mr. Perkins, our chairman, had agreed to do.

[The testimony referred to follows:]

STATEMENT OF L. ORVILLE CALHOUN, ASSOCIATE SUPERINTENDENT, DUVAL COUNTY SCHOOLS, VICE-PRESIDENT, FEDERAL IMPACT SCHOOL GROUP, JACKSONVILLE, FLA.

Mr. Chairman and Members of the Committee: I am L. Orville Calhoun, Associate Superintendent, Duval County Schools, Jacksonville, Florida. I am also Vice-President of the Federal Impact School Group. I appreciate the opportunity to present testimony in support of H.R. 69 authorizing legislation to extend the current Impact Education Program for five years.

Members of this Committee, I am sure, will remember that approximately twenty-three years ago (1950), many months were devoted to public hearings in an effort to develop equitable legislation for the Federal Government to discharge its responsibility through payment in lieu of taxes on tax-exempt federal property in partially financing a program for the children of its employees both military and civilian. In recent years in considering appropriations for Public Law 874, the Administration has recommended reductions in payments for category (B) pupils and particularly those of civilian employees. It is difficult to understand the Administration's proposals to eliminate civilian employee dependents. These dependents have the same entitlement to educational opportunities as the military.

School districts in Florida are limited by State Constitution to ten (10) mills for the operation of public schools and we, therefore, have no way to off-set losses in funds other than through the reduction of educational opportunities.

The proposal to eliminate funding for civilian dependents would be similar to a position of a large manufacturing plant deciding to pay only part of the school tax levied against its property for a selected number of those employees assigned to perform certain types of work.

As you know, the basic reason for federal payments to school districts under Public Law 874 is that since federal property is non-taxable the school districts enjoy no revenue from it. Past research has revealed that local tax revenues from privately-owned property are on an approximate 50-50 basis, between the property where the parents live and where they work, thus the parents of children who both work and live on federally-owned property provide no school revenue. Those parents who work on federal property and live in privately-owned homes do pay taxes on their homes. Thus the rationale for the Federal Government to make per pupil payments on the local contribution rate of comparable school districts, or on the basis of the average national local contribution rate for Section 3(a) pupils and one-half of the local contribution rate for Section 3(b) pupils.

Several studies have been made on the Impact Education Aid Program. *The Battelle Memorial Institute, Final Report on School Systems in Federally Effected Areas*, December, 1969, contains the following major conclusions:

The federal government should continue to provide a program of school assistance in federally affected areas.

The basic features of the current program are sound. The basic mechanism of the current program, namely counting the federally connected students in a district, calculating a per pupil payment for the district and multiplying the number of students by the rate of payment, is sound. It is capable of providing a reasonable approximation of the federal impact upon a district, and is relatively simple to administer by comparison to alternative methods considered.

Under Public Law 874 the school district of Duval County, Florida, is entitled to $2,367,073 during 1972–73. It is estimated under the continuing resolution that we will receive $1,404,357 or $962,716 less than full entitlement. Under the Administration's proposal for 1974 it is estimated that we would receive only $559,625 or $1,807,448 less than full entitlement. This estimate is based on providing funds for only Section (a) pupils and through a so-called education revenue sharing plan.

Members of this Committee, I am sure, are well aware that public education and most other services are experiencing increases in costs not decreases. The school district of Duval and others in Florida if subjected to the Administration's plan will find it necessary to reduce programs, increase the pupil-teacher ratio, eliminate much needed teaching supplies and materials and equipment and the effect will create additional inequities which we have been attempting to overcome in the last several years. This school system has been confronted with the problems of increased costs that we cannot avoid such as—increased electric rates due to electric power plants having to use high cost, lower sulphur content fuel oil to decrease pollution, increased employer share of retirement costs such as the Social Security rate increases effective January 1st, the employment of additional security personnel to assist in maintaining discipline, increased employee hospital premium costs, inflation in most of the services which must be purchased, additional pupil transportation costs to comply with the court orders, adjustments in personnel wages and the many other built-in costs over which we have no control.

I appreciate the opportunity to place these remarks in the Committee records and urge you to use every effort in the re-enactment of the continuation of Federal Impact Education Legislation.

Chairman PERKINS. Mr. Dellenback?

Mr. DELLENBACK. Thank you, Mr. Chairman.

This has been helpful for all of us, I am sure. Some of us are not on the subcommittee. I am on the full committee, but I am here because I do feel this is one of the acute problems, and I wanted to get the benefit of this testimony because we will be dealing with it in the full committee.

I will make a couple of comments, and I won't pursue with questions but for the sake of the panel and also the others who are here, I think it is important that you keep in mind part of the problem in our perspective too.

I am not ready to buy the President's budget in a number of regards, but we must remember it is what the Congress has to wrestle with.

We are facing a situation where the budgetary deficit over the last 3 years on the Federal level has approximated in total about $100 billion.

So, if you are talking about difficulties economically in your own school districts, of course, the Congress has an acute one also. If we face that sort of thing, and we do not want it to go on, then we of the Congress have a couple of alternatives.

One, we could accept the fact that is a deficit that we are ready to have go on and we can continue spending at that rate and that means that would make it possible if we froze in at last year's expenditure, we could go on and pile up another $25 billion or $30 billion in the Federal deficit.

Second, instead of doing that, we could continue spending where it is and increase Federal income taxes. We could increase taxes in reverse of what has been done in recent years of decreasing taxes, and thus, either lower the deficit or wipe it out completely.

Or third, we could move to the cutting of expenditures. I join the one witness who earlier was anything but apologetic about being an educational type.

As one myself who has been a teacher involved in this, I am perfectly willing to be called an educational type if I earned that accolade.

But, I am concerned about what we do in these regards. If we are going to cut other expenditures in order to bring about this cessation of this mammoth Federal deficit, then we have to look where we are going to cut.

I do not think this is a fair question to ask of you, and there isn't time for it, where it is you would propose we pick up the other $400 or $500 or $600 million. Which programs do Floridians feel we should cut, for example—the space program further?

Does the gentleman from Washington feel we should cut out on defense spending and not make this disastrous move educationally of moving the Trident into this area? Where is it we reach for those additional dollars? If we are not going to reach into other programs for those sizable amounts of dollars, what adjustments should we make within the educational spending?

Should we reduce spending for higher education by that proposed increase of student aid and other forms of BOG and EOG? Is that were we should cut $400 million?

What should we do? I do not really ask this question of you although I am tempted to follow the chairman's round robin request of asking each of you individually to name for us one or two or three of the programs where you would see us as Members of your Congress cutting expenditures, so we can go forward in this particular field.

It is an unfair question, and I do not ask it but I do urge you to keep that in mind. That is part of what we have to wrestle with. I would say so far as the arguments for Public Law 874, they seem to break down into two categories.

One is the argument of equity. That is what is fair under the circumstances. I think that is a powerful argument. The second one I am personally less influenced by, and that is the impact on school budget.

The argument is not equity but the argument is, we lose money.

Then that argument can be applied to any program which has gotten money in the past and does not get it in the future, and you say we cannot face that because we are not going to have what we had before.

I think Public Law 874 does have a great deal of equity on its side, but not necessarily in toto. We have to look at it selectively and there is a difference between "A" and "B" and proposed "C," and you have to do something in the way of establishing priorities.

Last, this concept of special educational revenue sharing, I must concede and confess or acclaim or proclaim is something I think is not a bad program.

Basically, you remember what the concept of revenue sharing is. It is a case of saying all wisdom does not reside in Washington, and instead of moving forward with a series of categorical programs which once established will continue on ad infinitum, we will go into this program.

Those of us who back the special revenue sharing think the local educators are to be trusted to spend dollars on the basis of local priority often times more wisely than Washington can determine.

So, instead of having a lot of narrow categorical programs, where you either work with what you want to get the dollars, or you ignore the program, or you proclaim the program, surely not anybody here, but there are those who distort what they did with the program and do something else with it.

I think there is a great deal to be said on the State level as to who really are truly concerned about education and can within the State, and you can insert your own State's name, within that State to a substantial degree you can make a better allocation of some of the Federal dollars than we can here, where, in order to create a program that will apply to all 50 States, we must go to the least common denominator which does not always fit every individual State.

So, at least, without asking you about the special revenue-sharing and the chairman's question dealt only with a limited aspect of that, at least, we would urge you to keep that in mind and so do not extend yourself at this time so that at a later time, when some of us are giving you more discretion to spend those dollars, you find yourself trapped by statements you made at this time, trying to protect one aspect of this formula as you visualize it.

Then, you paint yourself into a box.

Chairman PERKINS. Will the gentleman yield?

Mr. DELLENBACK. Of course, Mr. Chairman.

Chairman PERKINS. Getting back to special revenue sharing, these are the people who now have the discretion and would lose it to the State, if I understand the proposal correctly.

Mr. DELLENBACK. Again, we are not defending any particular bill, Mr. Chairman, but even the bill as proposed some years ago would have proposed that about 60 percent of the dollars go directly through to the schools so that 60 percent, which would not mean a loss of dollars in toto, would also increase the authority within the local district for the spending of those particular dollars and the remaining amounts even under that bill, which I do not defend in toto, would be forced to go into education without a loss of effort.

Chairman PERKINS. If the gentleman will yield?

Mr. **Dellenback.** Yes.

Chairman **Perkins.** Let's assume that your argument has some merit to it.

Mr. **Delleback.** Thank you for the assumption. You and I may disagree as to whether local officials can spend dollars wisely. I think they can.

Chairman **Perkins.** Further assume that we have a good working program in the States, which is the priority—a popular program among the people—how are you ever going to get more funds for that program in Washington when the Congress will say, "There is no need to send it down there, the priority is the other way."

So, it seems to me that we will just destroy all of our good educational programs if we go off in that direction. That is the way it seems to me, but, I can be educated.

Thank you very much.

Mr. **Dellenback.** I am very pleased to hear that, Mr. Chairman.

I do join in thanking the panel and those who are here, and I sure have been in the most frustrating position. Those who sat in the audience had things they wanted to say and questions they wanted to ask, and fortunately, you did not have control, and so you could not ask or make the statement.

They have had even a tougher time than the panel.

Chairman **Perkins.** How many people here want to testify this afternoon? We will hear from all of you when we return in a few moments.

We will now recess for 10 minutes.

[A 10-minute recess was taken.]

Chairman **Perkins.** The committee will come to order.

The witnesses who wanted to be heard may come around.

Please identify yourself for the record and, without objection, all of your prepared statements will be inserted in the record.

STATEMENT OF ROBERT F. KELLY, SUPERINTENDENT OF SCHOOLS, CHESTERFIELD COUNTY, VA.

Mr. **Kelly.** I am Robert F. Kelly, superintendent of schools, Chesterfield County, Va., the newly elected chairman of the Virginia Association of Superintendents for Federal Funding.

We are a new organization, Mr. Chairman, not that we have just found an interest in this type of Federal funding on 874, but that we found among the superintendents that 63 school systems in Virginia do get 874 funds.

They felt a need for an organization to let the people in Washington know that the superintendents in Virginia are interested in 874 and do wish Congress to continue 874 funding.

I think the statements this morning that were made by the other superintendents are in line with the organization's philosophy that we have, and we hope that you, sir, and your committee will look on favor to 874 funding.

Chairman **Perkins.** You have good leadership in Tommy Downing. He has always represented you well and we need such leaders as he to put this package together this year.

STATEMENT OF SOL SPEARS, SUPERINTENDENT OF THE SCHOOL DISTRICT OF CHINA LAKE, CALIF.

Mr. SPEARS. Mr. Chairman, I am Sol Spears, superintendent of the school district of China Lake, Calif. I think in the presentation that the committee made this morning they touched very briefly on our area.

I would like to take 2 or 3 minutes to clarify one issue. We are a very unique district. None of the districts represented here are the same as we. We are 100-percent "A" category students.

We are a school district on a military base on the Naval Weapons Center and this is the largest research and development lab of the military service in the United States. We are located where all of the air launch missiles, the Sidewinder and the Shrike are developed.

Chairman PERKINS. Is that Congressman Miller's old district?

Mr. SPEARS. Yes. This is a base that was established out in the middle of the desert, so this is another unique aspect in the sense that the Federal Government moved out there, set up a community and a base, and it is entirely a Federal property.

One of the prime questions that happens in our area is that immediately in attempting to attract top scientists, and most of the people are civilian scientists, they first want to know, "What kind of an education program do you have out in the middle of the desert before I come and bring my children? I am not going to work there unless you have a good school district."

So with the addition of 874 money for all of our students, which comprises one-third, or about $1 million out of $3 million total budget, we are able to provide a quality education program and the Navy is very happy to be able to attract the kind of people that we have.

What I am saying is that the loss or discontinuance of impact aid would mean in our situation that we would lose one-third of our income. We would no longer be able to attract to that area the scientists proud of in terms of quality education.

In the final analysis, what we are really talking about is quality education for students. In our school district last year and the year before, we were the No. 1 school district in achievement in the entire county that we are situated in and we were within the top 8 percent for the entire State of California, and to me, that is a record that I am rather proud of in terms of quality education.

I want to repeat again and urge that this kind of problem is unique to us because we have no place else to go. We have no tax base whatsoever. So, whether you want to use the philosophy "in lieu of taxes" or whatever, I might add one other thing.

Immediately adjoining our military base, a community has built up and almost all of the parents in that community whose students are "B" students work on the base, and they have no business to tax for that community.

So, I am also urging too that in this kind of a siutation, the elimination of "B" funding would be a disaster to the school district that is adjoining our military base.

I think it does present in a very clear pattern what would happen if that were left out of the funding because they have property tax but there are no businesses because 90 percent of the parents work on the Federal base.

So, we have that kind of an elimination. I would urge you very strongly and I appreciate the opportunity to say these few words to you.

Chairman PERKINS. Thank you, very much.

Next witness.

STATEMENT OF WILLIAM B. TODD, CHARLESTON, S.C.

Mr. TODD. Mr. Chairman, I am William B. Todd, Charleston, S.C. As you know, Mendel Rivers, our late beloved Congressman, was one of the originators of this concept of impact aid, I am sure with yourself.

Mendel Davis, our present Congressman, in the short time he has been here——

Chairman PERKINS. Mendel Davis has been very much interested in this legislation like his predecessor, Mendel Rivers.

Mr. TODD. South Carolina is a relatively poor State, but I do not think we would take a back seat to anyone in support of education. I am sure we are near the top of those States who spend the highest percentage of its per capita income in support of education.

Charleston County also has particularly in the last 5 years made a substantial effort to increase its support for education. We have increased our millage rate in Charleston from 38 mills 5 years ago to 87 mills at the present time.

If we were to lose just the category "B" pupils in Charleston County—we have in excess of 11,000 "B" pupils in Charleston County—we would have to increase our millage by 20 mills.

In excess of 2,000 of category "A" pupils that we have in our school system——

Chairman PERKINS. And you feel this special revenue-sharing proposal will work to your detriment?

Mr. TODD. Mr. Chairman, I think without question it would work to the detriment of Charleston County and other similar school districts throughout this Nation.

We have seen 874 attached by the White House and by certain Senators and Congressmen over the last few years to the point where, rather than 100 percent funding, we in Charleston, S.C., are receiving less than half of what our entitlement of 874 funds are under this present continuing resolution.

This, of course, is money that has been in our budget. We have budgeted to receive in excess of $2 million this year. If you only take the uniform military "A" and "B" pupils, this means we would have approximately $1 million less than presently budgeted for this current school year.

As the other witnesses have testified, it is impossible to raise the millage in the middle of a fiscal year to take care of this. We would have to reduce services. Charleston County needs to improve our educational services and not reduce them.

At the present time, we are spending approximately one-third less than a national average in support of education. This I believe is due to the fact that we are a poor State. Our effort is great and certainly in the last 5 years when we have over doubled millage in support of education, it indicates that the people of Charleston County want a good educational system and are doing what they can to produce such a system.

It would be disastrous to us if we were to lose our 874 funds.

I thank you very much, sir.

Chairman PERKINS. Thank you.

Next.

STATEMENT OF M. WILLIAM KONNERT, SUPERINTENDENT OF TULLAHOMA CITY SCHOOLS

Mr. KONNERT. I am William Konnert, superintendent of Tullahoma City schools, Tullahoma, Tenn. I appreciate the opportunity to present our views.

Chairman PERKINS. Without objection, all of the prepared statements will be inserted in the record. Just make a statement as to special revenue sharing.

[The statement referred to follows.]

STATEMENT OF DR. M. WILLIAM KONNERT, SUPERINTENDENT, TULLAHOMA CITY SCHOOLS, TULLAHOMA, TENN.

THE NEED AND JUSTIFICATION FOR FEDERAL IMPACT FUNDS IN TULLAHOMA, TENN., AND OTHER SMALL RURAL CITIES IN THE SOUTH

I. Introduction

My testimony is an attempt to adequately and fairly report to you the condition of the small rural school districts in the South that have a high incidence of federally impacted students. In order to be as specific as possible Tullahoma, Tennessee will be used as a prototype system.

II. Need

Last year the Tullahoma City Schools received $224,142 in federal impact funds, and for each of the last 6 years Tullahoma has received over $200,000 per year. Under the current formula for distributing funds Tullahoma will receive just slightly over $20,000 this year. This represents a 90% cut in impact funds and a decrease of 10% in the total current operating budget. Put another way, this means that the city of Tullahoma will have to contribute an additional $200,000 during the current year, just to maintain the educational program at a status quo level. Or put it still another way, these funds employ one out of every eight teachers. This is in relation to a student enrollment of 3800 of which over 40% qualify as federally impacted students.

III. Justification

Opponents of impact aid maintain that after the federal government helps the local school system adjust to the initial influx of students, the local government should be able to adjust its operations to provide for their continued educational support. I would propose to show in the following paragraphs that this is an invalid theory.

For 22 years employment in Tullahoma has been centered around the Arnold Engineering Development Center (AEDC). In fact, of the 3,300 employed at AEDC, 1800 live in Tullahoma. Many families are in their second generation of employment. The result of this federally centered employment over a number of years has been that Tullahoma has not developed an industrial tax base.

To illustrate the above point a comparison will be made with Alcoa, a town in Tennessee that is similar to Tullahoma in many ways except that its focal point for employment over the years has been the aluminum plant. The result is that Alcoa has 5 times more property value behind each student than Tullahoma. To further illustrate this point, Tullahoma has less property value behind its students than any of the ten other comparable city districts in the state who do not have the large percentage of federally impacted students. This lack of an industrial property tax base becomes very significant when property taxes are viewed as the primary source of local revenue.

Added to the above loss of an industrial tax base are 24,130 acres of federally owned land at AEDC which are tax exempt. This, too, represents a rather sizeable deduction in the potential tax base of Tullahoma.

In order to offset the potential loss of federal impact funds, Tullahoma would have to assess its citizens an additional $.77 per each $100 of assessed valuation. This increase would be in addition to the current tax rate which is already above that of surrounding local governments.

AEDC pays its employees well and as a result the per capita income in Tullahoma is rather high. However, this does not substantially help the school's financial situation, for income is not taxed at the local level.

A high per capita income could possibly be construed as a point in support of the revenue sharing concept. This interpretation, however, would be very erroneous. In reality, the persent revenue sharing law works against education at the local level. This is due to the fact that funds used by the local community to support education must be deducted before the local effort index is determined for revenue sharing purposes. Thus, Tullahoma which allocates 43% of its total expenditures for education is penalized for doing so. Due to this provision in the revenue sharing law, Tullahoma received less in revenue sharing funds last year than surrounding cities which were doing little at the local level to support education. To further compound this situation, if the city of Tullahoma is to reallocate its resources to help defray the potential loss of federal impact funds it will receive even less in revenue sharing monies this year.

The legislative history of P.L. 92-512 states that the adjustment for education taxes is made principally to:

1. Place all units of local government on an equal basis without regard to whether they finance their schools through the regular budget of the unit of general purpose local government or whether they provide for schools through independent school districts (which are not eligible for funds under this bill.)

2. Because of the fact that school districts frequently overlap other jurisdictions . . . . it would be virtually impossible to attribute the taxes raised by a school district to the residents for a particular unit of general purpose local government. . . .

Each of the above reasons pertains to administrative detail and certainly should not be used as reasons for depriving a local government from including its single greatest expenditure in the local effort index. The expenditure for education is the one category where local governments differ the most in their local effort; and thus, this category should be recognized as a very strong contributor to local effort and not be included as a penalizing factor.

Tullahoma received $168,000 in revenue sharing funds last year. If all of these funds were to be allocated for educational purposes, they still could not offset the potential loss in impact funds. Thus, revenue sharing in its present form in no way takes the place of impact funds.

IV. Conclusion

In conclusion, AEDC has been a tremendous asset to Tullahoma in many ways. However, its presence has had a restraining effect on the tax structure in Tulllahoma. The magnitude of the restraint has been such that Tullahoma and other similar districts must have continuing financial help from the federal government if they are to continue to provide an exemplary educational program for the children of those parents who have contributed so significantly to the scientific advancements in this country.

Mr. **Konnert**. Under the proposed distribution formula for 874 funds in which "B" students would be divided, we would stand to lose 90 percent of our impact aid or 10 percent of the current operating budget.

Of our 3,800 students, 40 percent are federally impacted. I might add that Tullahoma represents a rural city in the southeast, particularly a small rural city, of which I would like to testify in this vein as far as Tullahoma is concerned, opponents of impact aid, many of them maintain that after the initial influx of students, that local government should be able to adjust their operations to take care of the continued educational support of these students.

We do not believe this is a valid theory. There are a couple of points I would like to bring out, one particularly which I do not believe was mentioned earlier today.

We will start with the property tax and without going into detail, the employment in Tullahoma is centered in the AEDC, in which most if not all of the wind tunnel testing for the space program takes place.

To compare Tullahoma with Alcoa, Tenn., which has a tax base which gives them five times as much property value behind each student in their school system, we feel this is rather sick, and also we can go around the State and take another 10 or 15 city school systems comparable to ours in every way except they do not have the large influx of federally impacted students.

In every instance, their property tax base is larger than ours. I would like to say in relation to a question you asked, if we would lose the impact aid funds or if they were distributed under the proposed formula, it would cost us 77 cents of each $100 of assessed valuation to maintain status quo educational programs.

I would like to talk for a moment on general revenue sharing. We feel the city of Tullahoma is being penalized. The city itself through local funds raised via the property tax supports our school system very well.

However, according to the formula which is used to determine the amount of funds the local governments will receive, money spent for education must first be deducted before a local effort index is maintained.

The city of Tullahoma spends 44 percent of its funds for education. This must be deducted before a local effort index is calculated to determine how much Tullahoma will get. Therefore, Tullahoma received less in general revenue sharing funds than towns no more than 16 or 20 miles away that do not do nearly as much to support education.

Chairman PERKINS. That has been the greatest injustice in the world.

Mr. KONNERT. We feel that is pretty sick. Without dwelling more on this and belaboring in detail, I would like to conclude by saying that AEDC has been a tremendous asset to Tullahoma. During one of the recent moon shots, when they ran into trouble, we were proud to have citizens who could help them solve the problem.

We would like to see the Government continue to help us provide a quality education for these students.

STATEMENT OF JAMES ROOKS, SUPERINTENDENT OF SCHOOLS, PRINCE GEORGE COUNTY, VA.

Mr. ROOKS. Approximately 43 percent of my school population are impact students "A" and "B" and approximately 20 percent of my budget is in impact aid funds at the present time.

Just briefly in answer to two of the questions you asked. I am cochairman of the group of Virginia superintendents with Dr. Kelly, I feel I can speak for all when we say we feel one of the major problems at the present time is the lack of full funding, particularly when it comes in the middle of a budget year for funds that have already been budgeted and a good bit spent.

Second, in answer to your question about the special revenue sharing, I personally feel that in the State of Virginia, unless this money could come with direct implications that it must on a per pupil basis be allocated for impact aid to the areas of Virginia, we would lose money under such a proposition.

Thank you, Mr. Chairman.

Chairman PERKINS. Any further statements? Identify yourself and proceed.

STATEMENT OF HARRY BOWEN, WAUKEGAN PUBLIC SCHOOLS, ILLINOIS

Mr. BOWEN. My name is Harry Bowen, Waukegan Public Schools, Illinois. I have testimony in, but I would like to speak in behalf of schools in Lake County. We have within our area, Glenview, Downey Hospital, Great Lakes Naval Base, and Fort Sheridan.

We have a feeling that it seems to appear that we are trying to divide and conquer from Members elsewhere in Congress. We fully believe that "A", "B", and "C" students all should be funded at 100 percent, because in our area, it would be quite difficult to draw a line down the middle of the road and say you fund this or you fund this one over here, because these people, either military or employees, work on both sides of the road.

So, you cannot distinguish and say just because this child goes to school in our district or he goes to school in Libertyville or other places, that you can divide these people.

Most of all, one of the questions that was asked, where does the money come from. We have talked about it and we feel with the slowdown in Vietnam, that it would be possible that money would come from there.

We heard the President speak about this prior to his election, at times, that there would be money. So, maybe that is one area. We feel it is an injustice to us if we are going to come out of it with an honorable peace that we are going to rebuild our country that we won an honorable peace with.

Maybe we should help rebuild some of the areas in education that we feel children really need an education, and they are not getting it.

Chairman PERKINS. Thank you very much. Do you have any questions?

Mr. CROSS. The gentleman from China Lake talked about the Indian Wells and adjacent district. Indian Wells is the adjacent district?

Mr. SPEARS. Yes.

Mr. CROSS. One of the possible reforms that have been discussed with impact aid is the possibility of where money crosses district lines of only allowing the money to cross the district line to be assessed at pupil valuation. I would assume in Indian Wells that the district would still get that money, because without anything else, they do not have a tax base.

Mr. SPEARS. They do have a tax base, but it is rather low naturally because of the loss of all of the business property. But, I did not quite understand your statement about crossing lines.

Mr. CROSS. One of the problems is the "B"-out if you understand the term. "B"-in and "A" are less of a conceptual problem than the "B"-out.

One suggestion for reform is that you only pay money on "B"-out if the district is a poor district, rather than that is determined——

Mr. SPEARS. They are less than the statewide average.

Mr. Cross. In this case that means Indian Wells would get the money, whereas Montgomery County would not.

Mr. Spears. I think that would be a partially successful solution to the problem. Yes; I would agree with you on that.

Mr. Cross. The gentleman from South Carolina mentioned the problems of funding there. As I recall, South Carolina has a rather large State share of the school finances, somewhere in 70 or 80 percentile, isn't it?

Mr. Todd. Probably two-thirds I think would. Speaking of the "B"-in and "B"-out aspect that you have, South Carolina approximately 20 years ago had in excess of 1,500 school districts. At the present time we have less than 100 school districts.

Charleston County, of course, with the airbase and the navy yard and Polaris missile bases, we recently consolidated eight school districts into one 4 or 5 years ago. Some of our adjoining county's school districts, Dorchester County and Bertwin County, practically all of their 874 pupils are category "B" pupils.

You, of course, could have a school district that would cross county lines. If you tried to make a distinction between a "B"-in and a "B"-out, there of course would be nothing that would prevent the school districts in Charleston County and adjacent counties from merging into one district so all pupils would be "B"-in pupils, or that would thwart any intent of the law you might have in trying to draw a distinction between "B"-in and "B"-out pupils.

I think that since this is not categorically but does follow the child, I think regardless of where you find the child, it is only right that the Federal Government pay its share of educating that child.

These bedroom communities in the adjacent counties, Dorchester and Bertwin County, would not exist were it not for the large military installations in Charleston County, and I think it is only right and proper that the Federal Government pay for the education of these children because they would not be there but for these large military installations.

Mr. Cross. Let me finish my thought. You already have two-thirds of the money coming from the State and in most States, the State share is increasing as States react to *Sorrento-Rodriquiz* type of claims.

There are lawsuits in almost every State. As you move toward full State funding, the rationale for an impact aid program where the money goes to local districts becomes less and less clear because for one thing, you could well have a situation where you would arrive at the place where impact aid money is the money that makes the district inequitable in a way to make them wealthier.

It seems to me under circumstances of that sort, giving the money for the State, for the State to make the decision would be a more equitable way to treat the "B" and the "A."

Mr. Todd. I think what you are doing is anticipating or forecasting what direction financial support for education is going to come. Of course, *Rodriquiz* and *Sorrento* have not been decided yet.

Whatever equalization formula comes up, I would be surprised if it were entirely divorced from some form of property tax. I think we will have equalization but I think it will still have to be tied in some way to a property tax.

Mr. Cross. But if you have a statewide property tax, then giving the money to the State is the only corollary to that.

Mr. Todd. Yes, but we are not at that point now. I think this committee and this Congress, unless we can see what direction financing of education is going to take, I think you have no alternative but to continue 874 program in its present state, and then some years in the future, when we see what direction this problem is going to take, then, of course, you will have to look at it again and it might be that 874 in fact would be dismissed.

Mr. Cross. Hopefully, we will know the Supreme Court decision on *Rodriquiz* by June or perhaps even earlier.

Mr. Todd. But once the decision comes out, I do not think that is going to decide all of the ramifications that are going to become apparent for financing education at that time.

Mr. Cross. Now, but perhaps it might mean that you do not want to go ahead with impact aid for another 5 years if there is going to be a lot of turning in that 5-year period.

Mr. Todd. Once you authorize a program for 5 years in this appropriations committee, whether you appropriate money or not, that is an entirely different matter. Let's go ahead and provide the 5-year authorization and then if we find out that we do not need the money, then let the appropriations committee handle it at that level.

Mr. Cross. The gentleman from Waukegan who is sitting in the audience talked about public housing section part C. If I understand the public housing law, the decisions on placing public housing are made by the local county—city, whatever the unit of government that has to be.

Conceptionally that is far different from a decision being made by the Federal Government to buy, like West Point, to buy and install a military installation or some other Federal land there.

I assume that when your city of Waukegan made the decision to put in public housing, it realized what it was doing as far as tax.

I think conceptionally the differences between "A," and "B," and "C," particularly between "A" and "B" and "C" over here, are far different and you can not make the same argument on "C" that you can on "B," because a local decision has been involved in that.

Mr. Brown. When you are in a Government installation, you cannot draw the line up and down the road and say because "B" is in, you cannot separate them. The kids have to go to school and we have to take care of them in the best way we know how.

All I can say is that Public Law 874 in its present form still has the best answer. I have not seen anything that comes any better to replace it.

Mr. Cross. Again as you move toward greater State assumption of funding, that is going to speak to that issue.

Mr. Bowen. And the only other thing I could add is that it is important that these things take place without waiting for the last minute to make a decision that it is not going to be.

We are in the middle now of preparing for the next step. If this is not done, 10 percent of our teaching staff will be on the job market.

Mr. Cross. Thank you.

Chairman Perkins. Thank you all. You have been very helpful to the committee.

Without objection, I have several statements in my hand that I will deliver to the reporter to include in the record.

[The statements referred to follow.]

JEFFERSON COUNTY PUBLIC SCHOOLS,
Louisville, Ky., February 20, 1973.

To: Hon. CARL D. PERKINS, *Chairman, House Education and Labor Committee:*

This communication is intended to establish a continuing need for federal educational funds in the Jefferson County School District. We are especially concerned with the prospect of elimination or drastic reduction of programs which are helping us to provide for educational needs.

As the chief financial officer of the Jefferson County School District, a system of 96,000 pupils, I have major responsibility for preparation of the school district budget under the direction of the Superintendent of Schools. In the next few minutes I would like to express some concerns over FY 1973 Revised and FY 1974 Proposed funding. Superintendent Richard Van Hoose has approved this presentation.

The Elementary and Secondary Education Act has been a valuable tool in meeting the diverse needs of school children in our system. We have been fortunate in qualifying for several titles under the Act. For example, a counseling and reading program was initiated through Title I. This eventually led to a system wide adoption of these services. We are told that Fiscal 1973 Revised figures, based on growth in pupils, will result in less money for many school districts. The same would be true next year. It would seem to us that action should be taken to add more funds to continue this program.

Under Title II program, we have utilized funds for the establishment of instructional materials centers and the upgrading of our libraries. For Fiscal 1973 we will receive about ⅓ less than last year. Our $100,000 entitlement must be divided among 96,000 public school pupils and 20,000 nonpublic school pupils. To eliminate this Title in Fiscal 1974 would cause a curtailment in our purchase of these much needed materials.

Title III has brought into our community an innovative center for emotionally disturbed children. As the project supervisor we are in a position to know the benefits from this program. Children have been returned to the regular classroom—others have been moved into more closely structured satellite classes. This program has been validated as an exemplary national award winning project in the area of cost effectiveness, innovativeness and exportability, and general over all effectiveness.

In addition Title III, Section 306 (Discretionary Funds), has assisted us in a complete curriculum revision for our elective quarter plan. This we hope, will be carried forward into a twelve months school year program.

We would also like to enter a strong plea for continuance of NDEA, Title III. Based on Fiscal 1972 appropriations we stand to lose $150,000.00 which is used for equipping new schools and remodeling our older structures. Our five year building program is based on using this source for new equipment. Remodeling plans will be reduced if the Act is not funded.

Finally, the Jefferson County School District has a real concern in the proposed reduction of entitlement under Public Law 874. Our school district first qualified for the program in 1958. We are neighbors to Fort Knox Army Post which brings trailers and low cost housing into the southwestern part of Jefferson County. Also, the Louisville Naval Ordnance Station is within our district. School property tax is not collected for this large installation located in a prime industrial area. PL 874 offsets this loss in property tax revenue.

The information we have received indicates that for category B pupils, only the children whose parents are in the uniformed services would qualify for payment. Our total category B pupils this year will be just under 4,000. Of this 755 will qualify for total reimbursement of $106,372. We stand to lose $452,961. Our entitlement for Fiscal 1972 was $716,761. This figures out to a loss of $6.50 per child, and the money will be hard to replace.

At a time when we are attempting to: (1) implement an extended school year program, (2) meet the needs of 4,000 children requiring special education, and (3) maintain a viable instructional program, this reduction in revenue could entail substantial budgetary reductions. I am sure it is not the intent of this Congress to lower the level of educational opportunity in our district as well as the others throughout the Nation.

One other point I would like to make for all districts in Kentucky. The record will show that Kentucky ranks 47th among the states in educational expenditures and in teachers' salaries. Kentucky districts receive $3 million revenue from PL 874. Where will be be, if 25% of our school districts lose this important source of funds for operation and maintenance of schools?

In summary, may I urge this Committee to recommend funding of the vetoed FY 1973 Labor HEW appropriations bill and to extend ESEA and Impact Aid Legislation.

Respectfully submitted,

E. C. GRAYSON,
Associate Superintendent of Finance.

STATEMENT OF JACK E. JONES, SUPERINTENDENT, SCHOOL DISTRICT NO. 193, MOUNTAIN HOME, IDAHO

In Idaho more than 50% of the financing of public schools comes from local property taxes.

The Federal Government owns approximately 65% of the land in Idaho and the State of Idaho owns another 15% leaving less than 20% of the land area in this large state subject to property taxes for local government.

The realization of many school districts in Idaho, in providing a *minimum* educational program to their pupils, is centered in Federal Impact funds distributed through P.L. 81-874.

About 85% of the eligible P.L. 81-874 students in Idaho are under the 3b classification; about 96% of the Idaho districts receiving P.L. 81-874 funds are for 3b students.

Recognizing that there has been congressional criticism that a small number of—quote—"wealthy" school districts, in the United States receive P.L. 81-874 funds for 3b students whose financial needs are not too great; we submit this program should not be discontinued and/or allowed to expire due to these situations. Any loss of revenue is significantly painful when you are already poor.

Financial burdens are created for local districts by Federal activities and the burdens are not limited to the initial impact for an activity but are continuing in nature. Therefore, the federal government should continue to provide a program of school assistance in federally affected areas. The current provisions of this Act are sound and administrative requirements are not cumbersome and complex and can be administered with relative ease.

Federal financial aid to elementary and secondary education has become an integral part of school district operations and financial structure. These funds are used to pay salaries, purchase supplies and equipment, provide support services and general maintenance and operation activities. Districts have become dependent on these federal funds for basic elements of their total program. To discontinue these funds without adequate advance notification is unfair and will result in financial havoc and a fiscal crisis for participating school districts. School districts commence detailed planning and projections for the next school year shortly after the beginning of the calendar year. At this time school districts need to know with a realistic degree of certainty what and how much federal funds they can anticipate will be available for the ensuing school year. Programs that suddenly terminate or late appropriations make the job of planning difficult, if not impossible, and fosters haphazard operation.

Regardless of the reason(s), if it is deemed by Congress that the temporary provisions of the Act cannot be retained it is recommended that these provisions be phased-out over an extended period of time, i.e., five year period with a percentage reduction for each year. This would provide some stability and guidelines to school districts in formulation of budgets and in the planning and development of educational programs.

The funding of 3a classification students, especially in heavily impacted areas such as Mountain Home, is an entirely different matter. With approximately 1800 out of 4000 students military dependents living on the U.S. Air Force Base, it is an impossibility for School District No. 193 to furnish these students an education program without P.L. 81-874 funds.

We lack words to express to you the urgency of our needs. We do not think that it is fair to our students, our teachers, or our local taxpayers, to be forced to stand in line with our hand out when two-thirds of the land in our State is owned by the United States Government.

In enacting P.L. 81–874 and subsequent amendments to this Act, Congress displayed that it clearly understood that federal property and federal activities places a considerable burden on local school districts. Therefore, on behalf of those Idaho school districts serving federally connected pupils, we respectfully request and urge the Committee to recommend continuation of the vitally needed provisions currently included in P.L. 81–874.

Thank you for the opportunity and courtesy to present this testimony.

DOUGLAS SCHOOL SYSTEM,
ELLSWORTH AIR FORCE BASE,
South Dakota, February 15, 1973.

Hon. CARL D. PERKINS,
Chairman, House Education and Labor Committee,
Washington, D.C.

DEAR MR. PERKINS: A request to testify before the House Education and Labor Committee on February 20 has been refused by the undersigned because the critical shortage of funds in this school district preclude that expenditure.

Our present situation is as follows:

On or about February 12, 1973, we will use up all available cash.

On or about March 26, 1973, we will use up all anticipated income for this school year.

On or about April 30, 1973, we will reach our legal debt limitation.

It should be noted that if by March 26 there still is no dependable basis upon which the School Board can predict additional income against which to balance indebtedness, they will very likely decide to close school at that point rather than take the district into debt.

While we appreciate the efforts of the Congress to deal with future funding, our critical current need is to find the funds needed to survive the 1972–73 school year. Our shortage is three-quarters of a million dollars and it results from failure under Public Law 874 to be paid for claims under Section 2 (loss of tax base), under Section 3(c)(4) (adjustment of current rate), and under Section 3E (adjustment of 3A category pupils projected who did not materialize).

Our budget for 1972–73 is $3,500,000, one-half million of which is a carry-over deficit resulting from the kinds of indecision and guesswork with Public Law 874 described above. Of the one-half million dollar deficit carried into the current year's budget, $438,000 has been paid this year. Looking at the over-all picture, $650,000 of the total budget will be met through receipts from local, county and state revenue sources. This is about one-sixth of the total budget and we would point out that about 500 of the 3,500 student projection are children from non-federal connected families. It is therefore our feeling that non-federal revenue sources measure very fairly with the non-federal enrollment and that the current year's problem should be settled. One must survive the present before looking into the future can be very meaningful. We need to have something done about the 1972–73 needs.

With so little information about how special education revenue sharing would be handled, it is difficult to react to that plan. We would point out though that if revenue sharing is enacted, such action would very likely come about following the adjournment of the South Dakota legislature. If that turns out to be the case, the calling of a special legislative session would be most unlikely and funds under such a plan would not be made available until the middle of another year. Whatever is done with impact aid, it is absolutely essential that the local school district be aware in advance of some basis upon which it can make a reasonable estimate of what funds it can expect to receive. It is not fair to charge local authorities with the responsibility to budget against a totally unpredictable income.

In closing, let me reinforce the urgent need to deal with the current 1972–73 need.

Respectfully,

DR. ELDON E. GRAN,
Superintendent.

STATEMENT OF JACK L. MANWARING, SUPERINTENDENT, MASCOUTAH COMMUNITY UNIT SCHOOL DISTRICT 19, ST. CLAIR COUNTY, MASCOUTAH, ILL.

The FY '74 proposed budget for Public Law 874 means a loss of entitlement on 542 "B" category students of $134,416. This represents thirteen (13) professional staff.

To raise $134,416. at the local level would necessitate a tax increase of 50¢ per $100. of equalized assessed valuation. This represents 3.5% of the school budget.

In addition, the District has entitlements for 2,080 "A" category students. This represents 52% of the student population. The monetary entitlement for "A" category students is $992,000. This represents 25% of the total education budget.

If "A" category student funds are lost and not replenished by other means, the District could not operate.

STATEMENT OF A. C. STORME, SUPERINTENDENT, COMMUNITY UNIT SCHOOL DISTRICT NO. 2, MARION, ILL.

Our school district supports HR 69 which extends the Elementary and Secondary Education Act and PL 874 for five years.

In the geographical areas of our school district is located a Federal Penitentiary, a Veterans Hospital and the Crab Orchard Wildlife Refuge. Our district has qualified under PL 874 because of the number of 3b civilian students living in our district. During the past five years we have received $354,040.00 from the Federal Government under this Act. These funds have been very wisely used to provide additional educational programs, the improvement of educational facilities and the payment of transportation costs in the district. Many of these qualifying students live in areas which require additional bus transportation. If the funds that we have been receiving under PL 874 cease, an adverse affect on the operation of Unit Two School District will occur. The educational tax rate in this school district would have to be increased approximately 13 cents per $100 assessed valuation to raise the funds which we are now receiving annually under PL 874. This would be a substantial increase in the school district tax rate since it presently totals $2.705 per $100 assessed valuation. Such an increase would have to be voted in by local referendum. Taxpayers resistance to such increases has been great throughout the country.

This year, The Greater Marion Area Chamber of Commerce honored the U.S. Penitentiary as the "Industry of the Year" in our community. This was reported in the Congressional Record. We are appreciated of the increased employment and of the funds that are spent in the support of this institution in our area. However, since this "Industry" is located on non-taxable properties and is not a tax assessed "Industry", we feel the funds received from the Federal Government on the basis of the number of students that we have in the district from the families that work at the penitentiary are justifiable and necessary for the operation of an educational program.

The 1971–72 assessed valuation per pupil in our school district was $12,417.00. This low figure is partially caused by the fact that so much of our district has land which is owned by the Federal Government and therefore is not assessed for taxes by our local governmental units. We feel that the Federal Government has a responsibility to replace a portion of the loss in funds which would come to the school district if this land was privately owned. PL 874 has been fulfilling this responsibility some 20 years and it should continue to do so.

Since the attitude of the present administration is to delete 3b civilian students from being funded under PL 874, we feel Congress should take a firm stand in extending the present law and to see that it is funded 100 percent according to the present formula which is used. There are approximately thirty local school districts in the Twenty-Fourth Illinois Congressional District that receive funds under the 3b civilian portion of PL 874. If this Act is not extended and properly funded, all of these districts will lose the funds which they have been receiving for a number of years. School boards have relied upon the receipt of these funds in making their budgets in their attempt to provide quality educational programs for their students. The constant rising cost of providing such educational programs in these communities is a real problem to local school boards and additional funds are needed—not reduced funds.

The ESEA Title Programs have been very beneficial to the Marion Community Unit School District No. 2. Our district has participated in Titles I, II, III and VI. We have also received much assistance from Title III, NDEA. Some of the educational advantages of these programs will be discussed by Titles in the following paragraphs.

TITLE I, ESEA

The Marion Unit Schools will have been funded for over $1,000,000.00 for Title I projects at the end of this fiscal year. This money has made it possible for us to initiate, and implement well-planned programs for over three hundred educationally disadvantaged children each year since the inception of Title I. Our needy boys and girls have been able to receive individual and/or small group instruction in math improvement and reading improvement programs. These programs have been designed to aid children from grade 1 through grade 9, and they are proving to be very successful programs. Individual guidance and counseling services are also provided to improve self concept and attitudes.

Much instructional equipment and materials have also been provided for the Title I participants.

These special funds have provided qualified certified teachers, teacher aides and cerical staff for the Title I program.

TITLE II, ESEA

The Marion Unit District has eight elementary schools and two secondary attendance centers. In fiscal year 1966, only the Junior High and Senior High Schools had central library collections. However, with the help of Title II and through careful coordination with other federal programs and local funds, we were able to start a library program at the elementary level. At present, we have central organized media centers in all ten schools, and we feel that these centers are having a great impact upon the total instructional program.

Title II has also made it possible for Williamson County to organize a Cooperative Film Library which is serving five unit school districts with a total enrollment of abuot 11,000 students.

Our district and other districts have been required to make and sustain a local effort in funds and personnel throughout this program and this has been a strong feature of Title II.

The Marion Unit District will have received over $42,000.00 in Title II funds, if the 1973 fiscal year project is funded. This money probably could not have been spent for a better purpose than for library materials.

TITLE III, ESEA

Title III funded three innovative and exemplary projects in which our district participated and administered. These consisted of a Special Education Area Clinical Project, an Outdoor Education Project and a Teacher Internship Program. The Special Education Project made it possible for Williamson County to organize a County Special Education Cooperative as the Title III project was phased out and it is now considered one of the best programs in the State. Outdoor Education is still being continued on a limited basis through local funds.

We feel that Title III served its function in demonstrating innovative programs which could be continued in a practical way at the area level.

TITLE VI, ESEA

A Title VI project is now in operation and includes 22 counties in our area of Southern Illinois. This project is administered by our district and it provides auditory screening for the preschool and kindergarten children. It also serves in conjunction with a school for the deaf and hearing impaired children. This Title assists us in meeting the low incident needs of children.

TITLE III, NDEA

We have been able to coordinate Title III, NDEA successfully with the ESEA Titles in a manner that has resulted in much stronger programs. This program has provided instructional equipment for materials purchased under Title II and Title I. NDEA funds have not only served special instructional programs but basically seven subject areas which cover nearly the entire instructional program.

Selection of instructional materials and equipment have been made on a priority basis because our district has had to pay 50% to 80% of the cost of the projects. However, this limited reimbursement has made it possible for our district to provide instructional aids and programs which would not have been attempted without this federal assistance.

SUGGESTIONS

In conclusion, we feel that the ESEA programs should be continued with improvements in funding and some easement in Title I regulatory procedures that require so much time which could better be spent in direct work with the instructional supervision of the program. These Titles probably serve categorical needs as well as new programs would be able to do. These programs serve instructional needs which would probably not be met with general aid to educational funds.

STATEMENT OF DALE C. REA, ASSISTANT TO THE SUPERINTENDENT, COMMUNITY UNIT SCHOOL DISTRICT No. 9, GRANITE CITY, ILL.

Three common arguments are presented persistently by those opposing the continuation of Impact Aid under P. L. 874. These criticisms directed mainly at 3B (dependents of civilian employees on federal property) students include: (1) such payments go to wealthy school districts (2) there is no justification for such federal support and (3) program continuation would require increased taxes. I would like to consider these arguments as they apply to the Granite City School District which I believe to be much more representative of impacted districts than the districts in the immediate area of the District of Columbia.

The Granite City School District is located in the St. Louis metropolitan area in the 23rd Congressional District of Illinois. Impaction in our district is in large part attributable to the Granite City Army Installation and is compounded by numerous other federal properties in the immediate area. Of the 27 school districts receiving impact aid in the 23rd Congressional District, according to 1971–72 H.E.W. figures, we have the third highest number of 3B pupils (655) for whom the school district received $96,235. This represents an average payment of $147 for these students. Of 419 community unit (K–12) school districts in Illinois, our district ranks 326th in terms of assessed property valuation per pupil.[1] In terms of local means to support education, we are in the lowest quarter of school districts in our state. Obviously, ours is not a wealthy district.

It is generally recognized that local tax revenues in support of schools comes in approximately equal amounts from places of residence and places of employment. When either source is decreased through non-taxable status, as in federal ownership, a corresponding increase falls on the remaining sources of local revenue. Prevention of this inequity was the original purpose of Congress' enactment of P.L. 874. There is no change in the effect of federal ownership on local tax revenues since the original passage of P.L. 874 in 1950. Recognizing the equity of this legislation, the State of Illinois has for several years had a similar law aiding schools adversely affected by impaction resulting from state employment. Payments for 3B pupils are generally painted as lavishing large sums of money on school districts. In the paragraph above I have indicated average payment of $147 per pupil actually received. Nominally the determination of entitlement for 3B pupils is by using half of the local contribution toward the cost of educating each child. In our case this provided an entitlement figure of $226.90. This figure is reduced since payment is made only for days actually attended. This school district must, however, provide the educational facility even when a child is absent without any decrease in cost resulting from that absence. A recent revision in the funding formula further reduced this payment to 73%. The result of this was a payment of an amount $80 less per pupil than the local contribution rate for non-federally connected pupils. It is difficult to see such payment as lavishing funds unnecessarily.

That continuation of the program would require increased taxes does not seem at all logical. If the funding level were at previous amounts, payments would simply be pro-rated according to amounts available as has been done in the past. On the other hand, discontinuation of the program would certainly result in either increased taxes at the local level, increased deficit spending, or curtailment of the educational program. The same source cited above to show that ours is not a wealthy school district, indicates that our local school tax rate is among the highest 10% in the state for similar school districts. Considering the tremendous local effort exerted by the people of this community (no school tax increase referendum has ever failed) in support of their schools, it would be a gross injustice to further increase taxes or reduce the school offering as a result of the failure of the federal government to pay its fair share as provided in P.L. 874.

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[1] Circular Series A No. 292, published by Office of Superintendent of Public Instruction, State of Illinois.

STATEMENT OF COLLIN L. DAVIS, SUPERINTENDENT, RANTOUL CITY SCHOOLS, DISTRICT 137, RANTOUL, ILL.

I am Collin L. Davis, Superintendent of the Rantoul City Schools, District No. 137, Champaign County, Illinois. Chanute Air Force Base is located within the boundaries of our school district. I am grateful for the opportunity to present certain facts emphasizing the absolute necessity for the continuation of Public Law 874 in its present form as proposed in HR 69.

During the entire tenure of Public Law 874 the Rantoul City Schools District has been comprised of approximately 80% federally-connected students and 20% non-federally connected. Of tne total enrollment, approximately 50% of the student population lives on Chanute Air Force Base. Residents in our school district are deeply concerned over the los of federal support of the "3b" children enrolled in our schools comprising more than 30% of our total enrollment. In dollars, this would amount to approximately $300,000. Since Chanute Air Force Base has taken such a large portion of taxable land, the remaining assessed valuation will not provide a replacement for this loss even if we doubled our tax rate, which we cannot do according to the statutes of Illinois. We are presently taxing at our limit and would not feel justified in asking our local citizens (non-federal) to increase their tax support to pay for the education of dependents of federal employees.

In reviewing the tax structure I believe that we must consider the tax burden in the school district not only for schools, but we must face the realization that muncipal taxes are necessairly higher to provide supportive services in a community such as ours. All this points to the fact that with the loss of $300,000 in revenue for our school district there is absolutely no means of replacing this lose, and this at a time when all costs are skyrocketing, including teachers' salaries and school supplies.

In the school year 1971–72 the per capita cost for education was just slightly more than $1,000 which is approximately the same as the average per capita cost in Illinois. Under the President's proposed budget we would lose $250 for each of the 1,200 3b students which would leave us $750 to educate each student. Since teachers' salaries are the major portion of the per capita cost, the only recourse would be to increase the class size from 25 to 40.

When Congress enacted PL 874 it was based on the premise of the need to provide funds so that children of the members of the great American defense team could have a decent educational program. There was no distinction made as to whether the members of the team were in the military services or whether they were serving on the team in a civil service capacity. The educational program offered to these children should at least be comparable in quality and quantity to that provided in the best educational atmosphere so that these dependents will not be short changed in the educational offering no matter where they are, since there is a great deal of mobility in both the military and civil service personnel. For the past 22 years PL 874 funds have accomplished this purpose with a remarkable degree of equity. It is obvious that without these funds it would be impossible for the local school district to provide educational opportunities to the dependents of personnel, both military and civilian, employed on Chanute Air Force Base. No other piece of federal legislation can match the success of PL 874. It is uncomplicated, simple to administer and fair to the millions of students involved. In its 22-year history there has been no serious justifiable criticism in connection with PL 874 or the administration of the act.

In conclusion, I urge the support of this distinguished committee to renew PL 874 for five years as proposed.

WASHINGTONVILLE CENTRAL SCHOOL,
WASHINGTONVILLE, N.Y., *February 19, 1973.*

Re Extend Authorization for Public Lay 874 for an additional five-year period.

Hon. CARL PERKINS,
Congressman, Chairman of the Education and Labor Committee, House of Representatives, Washington, D.C.

DEAR CONGRESSMAN PERKINS: The intent of Public Law 874 is to provide financial assistance to local school districts who are legally responsible for educating pupils who are classified "federally-connected" as follows:

He resided with parent who is employed on "Federal property"; or

He has a parent on full-time active duty (regardless of where stationed) as a member of the uniformed services; or

He resides on "Federal property"

Background

The Washingtonville Central School District is a large, rapidly growing suburban school district covering an area of 75 square miles located sixty miles north of New York City. The enrollment as of September, 1973 is 4,000 pupils with a projected enrollment growth of an estimated 350 pupils annualy. The Board of Education is currently planning the construction of a 1400-pupil middle school scheduled to open in September 1975.

Wealth status

The Washingtonville District is classified by the State Education Department as one of the poorer districts in New York State. The average full valuation per pupil in weighted average daily attendance (WADA) for Washingtonville in 1972–73 is 21,413, compared with the State average of 36,500. In 1973–74, the State average will increase to 39,100, while the full average valuation per pupil for Washingtonville will increase to only 23,767.

Military housing

Military housing located within the district according to our census taken in August 1972, is as follows:

Area:	*Dwellings*
7—Stewart Air Force Base regular housing	435
8—Stewart gardens	163
9—Stewart terrace	629
Total nontaxable dwellings	1227

A total of 548 pupils reside in the 1227 military dwellings and attend the Washingtonville School. Since the military dwellings are exempt from property tax, the district is eligible to receive funds under Public Law 874 to finance the education of the 548 pupils. If the dwellings were subject to property tax and were assessed at the average rate of $4,000 per unit, the 1227 dwellings would yield property tax for school purposes in the amount of $402,652 for the current school year.

The 1972–73 school budget includes an expenditure of approximately $400,000 to cover the cost of educating the 548 pupils from military dwellings. The same budget includes anticipated revenue ~~of over~~ $400,000 from P.L. 874 funds. If the district were denied federal aid in accordance with P.L. 874, the current budget would be over-expended by more than $400,000. The loss of federal aid would require an estimated increase in taxes of $80.00 from every home owner in the district.

Since the district has not yet received its first federal aid payment, it will be necessary to borrow funds in order to continue operating the schools.

The Board of Education strongly urges the Education and Labor Cmmittee to do all within its power to extend authorization of Public Law 874 for an additional five year period.

Respectfully submitted.

DR. JOSEPH V. BRUST,
District Principal.

STATEMENT OF RAYMOND HOPPER, ED. D., SUPERINTENDENT, MAD RIVER TOWNSHIP SCHOOLS, DAYTON, OHIO

THE IMPACT OF WRIGHT PATTERSON AIR FORCE BASE UPON THE COMMUNITY AND SCHOOLS OF MAD RIVER TOWNSHIP, MONTGOMERY COUNTY, DAYTON, OHIO

The Mad River Local School District is situated between the City of Dayton on the west and Wright Patterson Air Force Base on the east in Montgomery County, Ohio. The school district is located entirely within Mad River Township and encompasses an area of over eleven square miles.

Census data reveals that the population of Mad River Township increased from 4.866 in 1940 to 33.903 in 1960—an increase of 275 percent, with an increased rate continuing into the 1970s. This trenmendous growth of population resulted in an equally exploding student enrollment. The school census showed an increase from 836 students in 1940 to 8.092 in the current 1972–73 school year. This rapid growth in population and federal activities at the adjacent military installation has created many problems for the school district. We observed a school district, described in the history of Montgomery County as the richest area of the county, explode into a housing area for Wright Patterson Air Force Base. Today this school district has a per-pupil wealth of $6,744.88 in a state that has the average $16.723.74.

Mad River has a 26.2 mill operating levy or $176.71 per sudent to support the education on the local level. The average cost of educating one pupil in Ohio for the 1971–72 school year was $782.18. If Mad River is going to give an education equal to only the *average* in the State of Ohio, we must secure an additional $605.46 from other sources, state and federal. We believe the students who attend Mad River schools deserve an education that is at least equal to the average in the state.

There are a number of school districts, of which Mad River is a prime example, in which P.L. 874 and P.L. 815 represent a large part of their funds. Any proration with the limited tax base available must result in a major increase in local property taxes, severe reduction in programs, or both. A phase out of the 3-B student funding has the irony of taking the burden from the Federal Government and placing it firmly upon the shoulders of the parents of the 3-B students through increased local taxes. The goal of the all voluntary service should not have as a part of it a second rate financed education for the military dependents nor should it force them to live only in military housing.

For the current year Mad River has 1,293 students classified as 3-B. To supplement their education we should receive $278,085.00. If 3-B students are not funded it would require an additional 4.87 mill tax to replace this income. We have experienced an extreme reluctance on the part of the home owners in Ohio to increase property taxes to replace a loss of federal funds.

We firmly believe that the envisioned educational revenue sharing is not the answer to some special problems that exist throughout the United States.

The presence of a military installation placed there by the Federal Government creates an extreme hardship for the school district connected with that Air Force base or military installation. We firmly feel that it is the Federal Governments responsibility in placing it there and they should share some of the burden of educating the dependents of the employees of that base.

O'FALLON TOWNSHIP HIGH SCHOOL,
DISTRICT NO. 203,
O'Fallon, Ill., February 13, 1973.

Hon. CARL D. PERKINS,
Chairman, House Education and Labor Committee, House of Representatives, Washington, D.C.

DEAR MR. PERKINS: Enclosed is information which I respectfully request be submitted as testimony for HR–69 on February 20, 1973.

Thank you for your efforts on behalf of education.

Sincerely,

M. A. HESSE,
Superintendent.

O'Fallon Township High School District No. 203, 1971–72 School Term Data

Total enrollment	1,227
Total Federal impact pupils	[1] 381
Total expenditures per pupil	$1,167.00
Public Law 874 funds received per pupil	$237.00
State aid received per pupil	408.00
Estimated taxes received per pupil on real estate [2] owned or rented by Federal employees	260.00
Total	905.00
Expenditure	$1,167.00
Income	905.00
Balance to be financed by other sources	262.00

[1] All of these are 3B pupils.

[2] This is based upon a Federal employee owning or renting a home that would sell for $25,000. (Many own property that is valued at a lesser amount.)

The preceding data indicates that Public Law 874 Funds are not adequate to finance the present costs of education in our district, yet, the present administration's policy of funding for fiscal '73 will eliminate approximately $53,000 from our district's entitlement. Under the administration's proposed budget for fiscal '74, all funds (approximately $133,000) would be eliminated since all our students are 3B category. This means our total school budget would be cut 12%.

Our tax rate would have to be increased 36¢ per $100 of assessed valuation to raise $133,000. Our present tax rate is already one of the highest in the Metropolitan St. Louis area.

The argument that parents of 3B pupils purchase or rent property and pay taxes to support the schools is not valid. I believe it is only fair to provide the children of our military and civil service employees an adequate educational program. It is grossly unfair to expect citizens of a community to finance the education of children who are an impact on the school system because a large military installation is located in the area. In summary, the Federal government created the installation where over 30% of our pupils' parents are employed and the *Federal government should pay their fair share* in providing an adequate education for these pupils.

I respectfully request that the preceding comments and data be included in the testimony on hearings for H.R. 69 which proposes to extend Public Law 874 legislation for five more years.

Sincerely,

M. A. HESSE,
Superintendent.

P.S.—I am enclosing a summary of Public Law 874 funds received during the past ten (10) years.

TABLE 1.—O'FALLON TOWNSHIP HIGH SCHOOL, DISTRICT 203—SUMMARY OF PUBLIC LAW 874 RECEIPTS

Year	Entitlement	Amount received	Percent received	Number of pupils	Rate per pupil	Amount lost from entitlement
1963–64	$45,513	$45,513	100.0	211	$215.70	
1964–65	52,367	52,367	100.0	250	209.47	
1965–66	57,539	57,539	100.0	277	207.72	
1966–67	61,643	61,643	100.0	280	220.15	
1967–68	70,784	69,368	98.0	305	232.08	$1,416
1968–69	87,588	80,318	91.7	322	272.01	7,270
1969–70	101,383	85,871	84.7	356	284.78	15,512
1970–71	109,334	81,454	74.5	336	325.04	27,880
1971–72	123,965	90,49[illegible]	73.0	381	325.37	[1] 33,470
1972–73	133,107	[2] 39,720	?	377	353.07	53,667

[1] During the 5-year period, 1968–72, our district has lost $85,548, and, if present fiscal 1973 payments are paid for military only, our district will lose another $53,667 in funds.

[2] 50 percent of $79,440 for 225 military. No funds have been allocated for 152 civil service.

STATEMENT OF FRED REIFSTECK, SUPERINTENDENT, RANTOUL TOWNSHIP HIGH SCHOOL NO. 193, RANTOUL, ILL.

The recently announced cut-backs in Federal Impact Aid by President Nixon will have a tremendous financial effect on the Rantoul Township High School, District No. 193. Since Chanute Air Force Base is located here, approximately 950 students are considered federally connected and claims are being filed regularly for them. Our total enrollment is approximately 1600 students, therefore those students who are covered by Impact Aid make up a large part of our total enrollment.

If no payment is received for the 3B civilians as proposed for this year or 3B military for next year, our district will lose approximately $200,000.00. This figure represents a substantial portion of money in our operating budget for a year. Also, like many school districts today, we are now in our third year of operation on a deficit budget. The proposed loss for next year would pay the approximate salaries of twenty members of our teaching staff. It is my belief that $200,000.00 worth of equipment and supplies that would not be available would handicap us greatly in providing the best education possible for the young men and women of our school district.

I have cited two examples above of what the proposed cut in 1973–74 would create for our school. The financial operation of this school district would become critical if the proposed loss of revenue becomes a reality. Our present tax structure will not finance the operation needed to provide a quality education for our present enrollment. Facts have been stated above, as to the enrollment in our district caused by the location of Chanute Air Force Base.

In my opinion we need the amount of Federal Aid we are now receiving to accomplish our goal, that being, to provide the very best education possible for the boys and girls of the Rantoul Township High School, so that they may take their place in our society today.

STATEMENT OF DEAN G. LARSON, ASSISTANT SUPERINTENDENT, LIBERTYVILLE HIGH SCHOOL DISTRICT 128, LIBERTYVILLE, ILL.

GENTLEMEN: Since 1950, Public Law 874 has been an outstanding example of good legislation which well serves the original intent and purpose of Congress when it is fully funded. Unfortunately, it has not been fully funded under the present continuing resolution and a substantial portion of the act has been omitted in the Presidents proposed budget for the 197 fiscal year.

The loss of $62,466 in Public Law 874 funds for our school district, would not only mean a one year loss, but a continuing one that would be difficult to make up as we are at our maximum authorized tax rate. The tax payers in our district have voted high taxes on themselves to support good schools and pay to the Federal Government taxes many times over our comparative small impact claim. It does not seem fair to take money away from a moral obligation just for the sake of complying with some abstract principle.

STATEMENT OF LOUIS WHITE, BUSINESS MANAGER, LIBERTYVILLE ELEMENTARY DISTRICT NO. 70, LIBERTYVILLE, ILL.

GENTLEMEN: We, here in the Libertyville Elementary School District, are greatly concerned in the proposed cut in Federal funds for PL 874. The prospect of not funding the 3bc portion of PL 874 has created a disquieting attitude among many citizens.

Our school district will lose, if this portion is not funded, $28,128 in funds which are greatly needed. School finance in the State of Illinois is so structured that any increase in the local tax levies must be approved by the local voters. As you know, the percentage of voter approval of such an increase in tax levies has been very low. So the possibility of increasing the local tax rate to make up the loss of funds by the non-funding of PL 874 is quite small. Also the percentage of state aid to local schools is small and the possibility of an increase is very small.

We feel Congressman Perkins' bill HR 69 should be passed.

Statement of Lyle K. Klitzke, Superintendent, Mundelein Elementary Schools, District 75, Mundelein, Ill.

To Whom It May Concern:

The School District of which I am Superintendent, has for several years supplemented its revenue from Federal sources not the least of which has been the above captioned fund.

Any reduction or elimination of any category or classification of P.L. 81-874 will seriously cripple our educational program, including instructional services, and necessary supplies and equipment.

Since our wealth factor of only $18,000 per pupil in A.D.A. is well below the area and state average it can readily be seen that any loss or reduction of this income will very definitely adversely affect our already bare essentials educational program.

Statement of William Schuett, Director of Fiscal Affairs, Township High School District 113, Lake County, Highland, Park, Ill.

The 1972 claim of this school district was paid at an entitlement amount of $1,234.20. This claim was paid on the following enrollment:

3a	94
3bm	8
3bc	59
Total	161

The entitlement paid was:

3a	$104, 224. 29
3bm	3, 279. 78
3bc	33, 146. 51
Total	140, 650. 58

The 1973 claim for this district has now been filed. It shows a significant increase over 1972. This 1973 claim shows the following enrollments:

3a	134
3bm	3
3bc	47
Total	184

The entitlement of this claim is $1,281.27 per student and would amount to the following:

3a	$171, 690. 18
3bm	1, 921. 91
3bc	30, 109. 85
Total	203, 721. 94

This school district cannot afford the loss of any portion of this $203,721.94 claim. It is vitally necessary for the continuing educational program now being given to students in the schools of this district.

Statement of Harry S. Bowen, Associate for Supportive Services, Community Unit School District No. 60, Waukegan, Illinois

District covers Grades K–12.

Enrollment on January 31, 1973, 14,683.

Current Claim under Public Law 874, 1972–73:

	Students
Class "B"	1, 900
Class "B" military	377

	Amount
All students allowed under Public Law 874:	
Full funding	$570,000
Same percent as 1972	450,000
Only military "B" students:	
Full funding	97,000
Same percent as 1972	75,000
Loss to general funds in the Waukegan Public Schools:	
If only military allowed (same percent as 1972)	375,000
If impact aid is not legislated (same percent as 1972)	450,000

IMPACT TO WAUKEGAN PUBLIC SCHOOLS, SEPTEMBER 1, 1973

Should Impact Aid, P.L. 874 be cut, the Waukegan Public Schools would be *forced* to reduce our staff by at least 50 classroom teachers, effective September 1, 1973.

Should Impact Aid, P.L. 874 be cut, it would cause the Waukegan Public Schools to request the voters to approve at least a .18 cent referendum or an increase in their tax structure of $18.00 for each $10,000 of appraised valued property. This we feel would be next to impossible.

It is imperative that decisions be made immediately regarding Impact Aid, P.L. 874 in order for the school district to plan for the orderly dismissal of 50 to 60 teachers to the already overcrowded labor market.

Last year, 1972, the school district had 8000 applications for a total of 122 specialized vacancies. At this time in point, of reference to 1972, the number of applications surpasses those of 1972 for a lesser number of vacancies this year.

STATEMENT OF DR. DONALD R. JENKINS, SUPERINTENDENT, ELEMENTARY SCHOOL DISTRICT 111, HIGHWOOD-HIGHLAND PARK, ILLINOIS

In the interest of furthering the quest for an equal opportunity for a quality educational program for each student, Elementary School District 111 respectfully urges this session of the Congress of the United States to do the following:

1. Enact Congressman Carl J. Perkins' H.R. 69 extending education laws for five years, thereby assuring continuance of the vital Federal Impact Aid program;
2. Approve a Continuing Resolution providing full funding for all 3a, 3b military, and 3b civilian students for impacted school districts; and
3. Approve an appropriation bill which provides sufficient funds for the above.

The only two major studies of the impact aid program, the Stanford Research Institute study of 1965 and the Battelle Memorial Institute study of 1969, indicated that the Federal Government does impose a financial burden on impacted school districts. The provisions of Public Law 81-874 have efficiently and fairly alleviated this financial burden.

Thirty percent, 477 students, of District 111's enrollment lives at Fort Sheridan, which is Federal property. Additionally, three percent of its enrollment are dependents of military personnel not living on Federal property, or dependents of civilians who work on Federal property. Additional Army units, including the Army Recruiting Command, will be transferred to Fort Sheridan during the 1973 calendar year. These units will bring as many as 736 military and civilian families, with many elementary students, to Fort Sheridan and local communities.

A significant portion of the District's revenues are provided by Public Law 81-874. Anything less than full funding for all 3a, 3b military, and 3b civilian students will impose a severe financial burden upon School District 111 which already has an extremely large deficit. Such action by the Federal Government will result in classes of unmanageable size; elimination of necessary services such as remedial reading, speech and language therapy, special programs for the handicapped, and guidance programs; and insufficient educational materials and supplies. The result will be a deprivation of School District 111 students' right to the opportunity to realize their full intellectual, social, and emotional potential.

STATEMENT OF LESTER J. HARMAN, SUPERINTENDENT, DISTRICT NO. 123, CHICAGO, ILL.

This communication is written in support of full appropriations for impacted aid now under consideration in Congress as a result of presidential vetoes prior to the election.

The North Chicago High School budget for the current school year, including income through federal reimbursement for 288—3B civilian students, amounts to $112,150.00. Even with this figure, the projected budget deficit on June 30, 1973 will be $92,766.00.

The financial future of the districts is already discouraging and the elimination of the 3B2 category as a federal government responsibility will be disastrous. The local taxes because of the fairly low assessed valuation of the school district and the per pupil state aid are not sufficient to carry additional costs resulting from federal impact.

At the present rate of income from all sources, and spending, at our current rate ($150,000.00 reduction this past year), this district can probably operate through the 1974–75 school year but will then be dangerously close to the legal point of its borrowing ability. It would then be a matter of just how long the new taxes would enable the school to run into the 1975–76 school year before the doors would be closed.

This day of reckoning could be delayed if this Board of Education decided to close it doors to all students other than those coming from the local community. The assessed valuation behind each student would be raised considerably as a result and this, together with reduced demands for new space and facilities, the district could support its program without the uncertainty that comes each year when it is required to wait to see what "amount" will be allowed us by Congress after they get through appropriating money for military and foreign aid.

Current enrollment of the school is 1,392 students which includes:

3A pupils	418
3B1 (3B military) pupils	25
3B2 (3B civilian) pupils	288
Total Federal impact aid pupils	731

This district's 3B entitlement based upon 50 percent of the per capita cost entitlement of 3A tsudents would be $206,522.19. Since we never receive full entitlement for these students, and in some years not even for 3A's, this works a hardship.

The Great Lakes Naval Station and the Veteran's Administration Hospital represent $200,000,000.00 of assessed valuation. This is approximately three times the assessed valuation of the rest of the school district. An industry located in our community, even though it attracts workers, also goes on our tax roles and helps support the local government and schools through taxes.

Studies of impact aid authorized by Congress in the past have concluded that impact aid can be justified and it is probably the best method conceived for distribution of federal dollars for education. The fact that members of Congress have an opportunity to view P.L. 874 and P.L. 815 in the Washington, D.C. area results in an unfair evaluation of the program. We think we can make a strong case for our position and are asking your support of 3B civilian students who attend our school.

Again, I quote the President. "American opportunity begins in the classrooms of this nation. When we talk about cutting the expenses of government, either the Federal, State, or local, the one area we can't shortchange is education. Education is the area in which we must keep doing everything that is necessary to help achieve the American Dream."

There are 1,392 students in this integrated school who have already felt the reduction in the school program so necessary for success today. It is important, as many of these youngsters are most in need of a good education. The enrollment of minority students has grown from 17 percent to 47 percent over a period of seventeen years. Previous figures show the high percentage of P.L. 874 students. Their mobility resulting in change of orders within the military quite often works a hardship requiring a higher per capita cost just to keep them up with other students.

We have experienced three defeats at the polls in the past six months in our efforts to raise taxes to support a quality program. Local people point to the fact that they are subsidizing the federal government by providing needed facilities and support of the program.

At the time the original building was constructed, P.L. 815 money was made available to this district in the amount of about ten percent of the costs. This figure was established based upon the percentage of impact students enrolled. A review of the records shows that, from 1954 to the present, this percentage has grown from 22 percent to 52 percent. It is not difficult to see, then, that this community has subsidized the federal government in educating and providing the space for the education of 3A and 3B students.

To broaden our presentation somewhat, but briefly, Congressional District 13 will lose $979,991.78 in 3B students revenue while Congressional District 12 will lose $180,854.42. This will have a detrimental effect upon education in this area.

We would, again, ask for your help. Please feel free to call me for further information if necessary.

LUDLOW COMMUNITY CONSOLIDATED SCHOOL DISTRICT NO. 142,
Ludlow, Ill., February 15, 1973.

Mr. HARTWELL D. REED,
General Counsel, House Committee on Education and Labor,
Washington, D.C.

DEAR SIR: We are a small elementary school district with about 200 students. Half of these students are 3b (either 3bc or 3bm). In the past we have carried on a program that compared to national averages:

1. Has a reduced dropout rate.
2. Places our students in a position to add more than the average to life expected earnings.
3. Gives the children in our district a superior education.
4. Provides an atmosphere conducive to social and emotional well being.

Let me stress again, this is "How it is". This has been made possible partially because this district receives about ⅛ of its educational budget income from P.L. 81–874. This income of $23,169.00 represents the impact aid received for ½ of our enrollment.

Should there be a loss of this income it it is a certainty that:

(*a*) Education programs would be curtailed.
(*b*) Classes would become larger and/or grades combined.
(*c*) Extra curicular activities would be eliminated.

There is every possibility of being forced to close the school. This possibility can be evidenced by the following:

Present educational tax rate: .9077.

Maximum educational tax rate: .9200.

Additional income possible = .0123 × assessed valuation; or $948.50. Still more money, perhaps up to $10,000 could be saved by cutting down on the educational program. Is this really what the Congress wants done? The 1971–72 Federal entitlement for District No. 142 (at the 73% level) was $23,169.

The difference in the "cut to the bone" budget and the loss of revenue would represent an annual loss of about $12,000.00 with a poorer program for as long as we might be able to remain in existence.

Let me therefore urge you, on behalf of the parents, and especially for the children of this district—Fund P.L. 81–874.

Most sincerely,

GARY D. MATTESON,
Superintendent.

Chairman PERKINS. The hearings will recess until 9 a.m. tomorrow.

[Whereupon, at 1:05 p.m., the hearing was recessed, to reconvene at 9 a.m., Wednesday, February 21, 1973.]

[The following material pertaining to impact aid was submitted for the record:]

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washington, D.C. February 20, 1973.

Hon. CARL PERKINS,
Chairman, Education and Labor Committee,
Washington, D.C.

DEAR CARL: I was visited today by representatives of several school districts in my area urging my support for extending authorization of Public Law 874 for an additional five year period.

Reduction or termination of the impact aid provided for in Public Law 874 will have severe, adverse affects on four school districts in Orange County: Cornwall, Newburgh, Washingtonville and Valley Central. As our district houses both West Point and Steward Airbase over one million dollars in federal funding will be denied to these school districts if H.R. 69 is not passed by the Congress. The monies provided by impact aid constitute a substantial portion of the school budgets, in some instances as much as 15% of the total school budget is funded by P.L. 874.

In light of the additional tax burden a reduction in impact aid would place on the citizens of our area, I ask you and the Committee to do all within your power to extend authorization of Public Law 874 for an additional five year period.

With best wishes,

Sincerely,

BENJAMIN A. GILMAN,
Member of Congress.

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washington, D.C., February 19, 1973.

Hon. CARL D. PERKINS
Chairman, House Edcation and Labor Committee, Rayburn House Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: Just yesterday morning I received a telegram requesting that I urge the continuance of funds for Federally Impacted Areas. The telegram came from the Lompoc Unified School District, wheih encompasses Vandenberg A.F.B., the largest missile-connected SAC base on the West Coast. This school district has the responsibility of educating Lompoc's children and many Air Force children. They accept this responsibility willingly and achieve it well. This responsibility will be theirs whether or not funding for the various Impacted Aid categories continues. Their question is: Can they meet it?

This school district, like many others not in my area, has received help in the past, their number of students has not diminished, and they still need help. I know the Lompoc School District feels the continued partnership is only reasonable. Trusting the judgment of those directly responsible, I agree.

Sincerely,

CHARLES M. TEAGUE,
Member of Congress.

Enclosure.

COPY OF NIGHT LETTER SENT TO CONGRESSMAN TEAGUE ON FRIDAY, FEBRUARY 16, 1973

We request that you present testimony on behalf of the Lompoc Unified School District on H.R. 69 which is to be heard at 9 a.m. on February 20, 1973.

The proposal to eliminate 3b students would mean a loss of revenue to this district in the amount of one million twenty eight thousand nine hundred and eight six dollars which equals 8.22 percent of our current operating cost. The loss of these funds would drastically effect our educational program in this district which has already been reduced due to curtailment of Federal funds.

We urge that you support H.R. 69 to extend the current program for five years and introduce the above testimony on behalf of this district.

(signed) ALICE MILLIGAN,
Assistant Superintendent, Personnel & Special Services.
Lompoc Unified School District.

STATEMENT OF WILLIAM B. TODD FROM CHARLESTON, SOUTH CAROLINA

Gentlemen, today I'm representing more than 56 thousand school children in Charleston County, better than 1 out of every 4 is a federally connected child.

As you know, Charleston was formerly represented by L. Mendel Rivers, who was one of the strongest supporters of impact aid and in fact was one of the original supporters of this type federal aid to education. We in South Carolina's First District are now represented by Mendel Davis, who in the short time he has been in Configress, has gained the reputation in his home state of being a strong supporter of educational legislation that has come before Congress.

South Carolina is a relatively poor state, but one of our most priceless possessions is our children and the people of South Carolina take a backseat to no one when it comes to the financial effort put forth in support of education of these children. We rank next to the top of a listing of states ranked by percentage of per capita income going to education. Our state is also a leader in the percentage of tax revenues devoted to education. I am sure you agree South Carolina is making a valiant effort to underwrite the cost of public education.

Charleston in the last 5 years has increased its local effort by raising the property tax millage for school purposes from 37 to 87 mills. One area of the county has seen its millage increase from 27 mills to 87 mills for this purpose. Our operational budget for this year is $30,082,000, as compared to a budget of $26,392,427 for fiscal 71–72. In this year's budget we anticipated receiving 2 million 200 thousand dollars of impact aid funds. 200 Thousand less than actually received last year. Imagine our surprise and dismay when we found that under the continuing resolution passed by Congress that even one conservative estimate, or at least what we thought was a conservative estimate of impact aid funds, would be short by approximately 800 thousand dollars. This is over 1 million less than received last year. It would take a 10 mill increase in the property tax to replace this loss, an increase which in my opinion is highly unlikely. The only alternative left to our school district would be to reduce service. This would further restrict our educational program which is in need of improvement. We are already approximately ⅓ below the national average in the per pupil cost of education per child.

Gentlemen, we have seen full funding for this impact aid program attacked year after year by both the White House and certain Congressmen and Senators. We have seen this program, which in the past was one of the most popular of programs, be eroded until based upon current expenditure levels we in Charleston are receiving less than ½ of what HEW said we were entitled to last year.

The only source of revenues available to the school district is the property tax. When a Federal installation is exempt from paying property tax and produces school children numbering almost 14,000 it's obvious that a local community cannot take up this burden. Opponents of impact aid frequently point out that these Federal installations generate large payrolls. This is true, but our Board of Education has no way to tap these funds as the property tax by law is the only local source of revenue for school purposes.

Gentlemen, as you are aware, the very basis of funding education on the local level, the property tax, is presently under attack in the courts of this country. The uncertainty caused by these cases in the future of funding of education will not be resolved in the near future. Impact aid must be continued in its present form until this uncertainty is resolved.

I would urge this committee to authorize the continuation of impact aid for 5 years and work with us to see that this program receives full funding.

STATEMENT OF HON. JOEL T. BROYHILL, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF VIRGINIA

Mr. Chairman: On Wednesday, July 8, 1953, almost twenty years ago, I made my first major speech in the House of Represntatives in defense of Public Laws 815 and 874, 81st Congress, providing for Federal participation in the financing of schools in federally affected localities.

Almost every year since 1953 it has been necessary for me to join the majority of my colleagues in defending these programs against active opposition from four Administrations. And in each instance the opposition to these programs has stemmed, I am convinced, from lack of understanding about the true purpose of the programs and the formula used to provide relief under them for federally impacted communities. In 1970, for example, the President of the United States vetoes an Education and Labor appropriations measure, and devoted a large portion of his veto message to criticizing impact aid as a wasteful and unfair program which favors wealthy communities over the poor.

The misunderstanding of these programs in recent years, Mr. Chairman, has been largely as a result of the fact that since 1965 we have lumped impact aid in with every other elementary and secondary education program and in the process have failed to label it as what it has always been intended to be, a formula by which the Federal Government can make a payment in lieu of taxes to the communities in which it operates.

Enactment of Public Laws 815 and 874 by the 81st Congress, and their continuous funding over the years since, represented an acknowledgement on the part of Congress that the Federal Government has an obligation to the communities in which it operates just as any private industry would which operated in a similar manner. The impact aid programs enable the Federal Government to pay part of the cost of educating children of employees who work or live on tax-free properties. But even if we were able to obtain full funding of the programs, which we have not for many years, they would still fall far short of meeting the full obligation the Federal Government, as an employer and property owner, would have to assume were it privately owned and operated.

May I offer a study I did of Arlington County in my Northern Virginia District as an example. In Arlington County we have 4.6 square miles, or approximately 128 million square feet under Federal control. This is 18% of the total land area. Some of the land is extremely valuable, for example, land between the Pentagon and the Washington National Airport is valued at about $12 a square foot, and land in the Rosslyn complex not far away at more than $26 a square foot. However, if we estimated the 18% of Arlington County under Federal control on the basis of all property values and all types of zoning, then assumed a rock bottom price of $4.00 a square foot, the market value of Federally held property in Arlington would be $512,960,000, and if it were assessed at 40% of appraised value, or $205,000,000, annual revenue to the County from real estate taxes alone would be a minimum of $7,851,500. By contrast, in Fiscal Year 1972 Arlington received $2.1 million in impact aid, roughly $6 million less than it would have received in real estate taxes, and under the President's budget Arlington can now expect only $200,000 for the current fiscal year, a shocking $7 million $600 thousand less than a fully equitable payment in lieu of taxes would provide.

Mr. Chairman, we made a grave mistake in 1965 in not fighting harder to prevent lumping of impact aid in with other education programs your Committee considers from time to time. This mistake has resulted in ever more determined efforts by the Executive Branch of our Government to renege on a commitment made by Congress many years ago to relieve communities in which the Government operates from the hardship the Government's operations cause them.

Tomorrow I am introducing, with a number of co-sponsors, legislation to provide for direct Federal payments to communities in lieu of real property taxes. I believe enactment of my bill would remove once and for all the question of the purpose of and equity of payment of these funds. But until such time as Congress does act on an alternative proposal, I urge the Committee to continue and even consider expanding payments under these programs to more accurately reflect the revenue loss sustained by every community in which the Federal Government operates on tax-free property.

Congress of the United States,
House of Representatives,
Washington, D.C., February 21, 1973.

Hon. Carl D. Perkins,
Chairman, Committee on Education and Labor, U.S. House of Representatives, Washington, D.C.

Dear Mr. Chairman: We, the members of Oklahoma's House delegation, take this means of informing you of a serious situation which will occur among school districts throughout our State if the provisions of P.L. 874, Impact Aid legislation, are not continued. We are united in asking your help for the continuation of this program.

Enclosed are statistics showing the effect of Impact Aid on schools in each of the six congressional districts of Oklahoma. As you can see, the abandonment of this program will reap most harmful effects on Oklahoma's ability to provide education for our children. In fact, if this program is discontinued, a substantial number of school districts in our State will be able to provide for only seven months of education during the 1973–74 school year.

We stand ready to help you and your committee in any way to insure that this program is continued. To abandon our commitment to education in this manner would be a breach of promise to Oklahoma's children.

Sincerely,

CARL ALBERT,
The Speaker.
TOM STEED, M.C.
JOHN JARMAN, M.C.
HAPPY CAMP, MC.
JAMES R. JONES, M.C.
CLEM MCSPADDEN, M.C.

RECAP CALCULATIONS OF IMPACT AID BY CONGRESSIONAL DISTRICTS

District	Category A	Category B, military	Category B, Indian	Category B, civilian	Entitlement under 1971–72 appropriation	Entitlement under continuing resolution	Difference, fiscal year appropriation bill and continuing resolution	Loss of all B's with category A funded at 100 percent
Congressional District:								
No. 1	79	313	38	3,012	558,578.34	109,470.72	449,107.62	524,596.49
No. 2	2,015	424	819	2,421	1,355,323.66	1,134,083.35	221,240.31	488,571.91
No. 3	1,262	480	274	3,825	1,207,469.74	705,012.08	502,457.66	664,620.84
No. 4	5,505	9,837	220	15,799	6,190,598.39	4,530,934.11	1,659,664.28	3,822,622.64
No. 5	0	687	0	5,073	904,326.31	147,753.09	756,573.22	904,326.31
No. 6	985	669	41	4,932	1,267,127.96	576,397.45	690,730.51	843,431.41
Total	9,846	12,410	1,392	35,062	11,483,424.40	7,203,650.80	4,279,773.60	7,248,169.60

STATEMENT OF HON. BILL NICHOLS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ALABAMA

Mr. Chairman, I appreciate the opportunity to submit this statement on the administration's proposal to reduce funding for federally impacted areas, and I certainly want to go on record as being opposed to the recommended reductions.

While I am generally in favor of efforts to hold federal spending down, I believe the administration's decision to eliminate federally impacted monies for class "B" civilian dependents is a serious mistake. In the 3rd Congressional District of Alabama approximately 80 to 90 percent of the federally impacted monies are for the dependents of civilian federal employees. Public education systems in my district received $910,239.00 in 1970–71, and the figures for 1971–72 are expected to exceed $1 million. Many of these systems have already anticipated these funds in their fiscal 1974 budgets. Such significant losses could necessitate the termination of many employees and worthwhile programs.

Mr. Chairman, I am aware that the administration has proposed a special education revenue sharing bill of about $2.8 billion which is designed to replace losses resulting from reductions of impacted aid funds and a number of other programs recommended for reductions or termination. However, such a proposal does not insure those school systems burdened with the expense of educating dependents of civilian government employees, that they will be funded at the level they are presently being funded.

I, therefore, respectfully urge that the monies for class "B" dependents of civilian employees be retained in the F.Y. 1974 budget.

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washington, D.C., February 20, 1973.

HON. CARL PERKINS,
Chairman, Education and Labor Committee.

DEAR MR. CHAIRMAN: The enclosed telegram from the Monroe County, Florida, Superintendent of Schools is forwarded for your information. I would appreciate your including it in the record of today's hearing on the Administration's recommendations regarding impact aid.

The Monroe County school system's dependence on impact aid is unique. A majority of the county is federally owned, and the Key West Navy Base has for years represented the single largest employer.

The County has been progressive and innovative in its education programs. To terminate substantial federal assistance, which in fact is payment in lieu of taxes which might be realized absent the federal government's presence, would be both inequitable and disastrous.

I am sure your Subcommittee will give this issue every consideration. The impact aid program was established to aid those areas with a high concentration of federal employees. That concentration still exists, as does the obligation to offset local expenses incident to it.

I urge that the Subcommittee take whatever action necessary to insure the continuation of vital impact aid funds.

Sincerely,

DANTE B. FASCELL,
Member of Congress.

[Telegram]

Representative DANTE B. FASCELL,
Washington, D.C.:

The Monroe County school system stands in the shadow of financial disaster as the prospect of loss of impact funds looms above us the loss of all impact funds would represent approximately 12 per cent of an operating budget of $10,011,511.18.

In a county where the only source of non-federal and non-state revenue is ad valorem taxes this loss has particular significance tremendous tracts of valuable property are held by the federal government and this impact money has served to offset the loss of tax money from this land Monroe County as a whole is presently caught up in a financial crisis between the threat of impact fund loss and the Randall Act which would in essence prohibit further development of the Florida Keys loss of funding for 3(b) civilian pupils represents $153,965 within the system there are 1,913 3(a) pupils 515(b) military pupils and 769 3(b) civilian pupils based on this year's calculations loss of funding for all 3(b) students would represent $256,735 this is not an accurate calculation since at present there is no indication as to what the military's posture will be in this area over and above the loss of five ships in addition to the *USS Bushnell* resulting in the withdrawal of several hundred military families. It is distressing to note that funding for higher education is greater than for elementary and secondary levels and that the increase alone in the defense budget is more than the entire USCE budget.

If sufficient funding is not made available over the President's veto consequences will be dire. This is not a wealthy county which has grown wealthier through impact money. It is a county which has grown wealthier through impact money. It is a county with twenty per cent of its population living below the federally-indicated poverty level. Among the changes which will be necessiated by the cuts will be higher pupil-teacher ratio and loss of important on-going programs.

I would implore you to present our testimony on the House Education Committee in time for its hearings on February 20. The future of quality education in Monroe County depends upon congressional action.

ARMANDO J. HENRIQUEZ, *Superintendent,*
District School Board of Monroe County,
Key West, Florida.

DEPARTMENT OF EDUCATION,
Humboldt, Tenn., February 16, 1973.

Hon. CARL D. PERKINS,
U.S. House of Representatives,
Washington, D.C.

DEAR REPRESENTATIVE PERKINS, I am writing in regard to the continuation of P.L. 874 for the 1972–73 school year. These funds have made it possible for our school system to maintain a standard that we are proud to be associated with. We have done many things with these funds over the past years, and a deletion of this program would cause considerable disappointment and damage to the Humboldt City School System.

Without the approximate $40,000.00 many aspects of our program would suffer, particularly our maintenance program.

We urge you to continue your fight to save P.L. 874. As we feel a drastic mistake would be made if the funds are cut off.

Thank you in advance for a consideration given to us. We will eagerly await a decision.

Sincerely,

Ralph Mays,
Superintendent, Humboldt City Schools.

El Paso Public Schools,
El Paso, Tex., February 20, 1973.

Hon. Carl D. Perkins,
Chairman, Committee on Education and Labor, U.S. House of Representatives, Washington, D.C.

Dear Congressman Perkins: The El Paso Public Schools are quite concerned over the present plans to greatly reduce or eliminate funds under P.L. 874 for federally impacted school districts. We will be hard pressed financially if the federal government no longer pays its fair share of local school costs.

Fort Bliss Military Reservation, William Beaumont Army Hospital, White Sands Missile Range, and fifteen other federal properties are located in the El Paso school district or have large numbers of employees who live in the district. We have consistently shown an enrollment of 3(a) and 3(b) children of 15,000 to 16,000 annually. This is about 25% of our total membership.

No school system can operate on taxes from homes or apartments only; industry pays about half of the school tax. In 1972 the taxable valuation per pupil was $13,729. This valuation included all taxable real property in the school district, but the taxable valuation per 3(a) pupil is nil and for a 3(b) pupil is only 50%, or $6,845.

Public Law 874 was an admission on the part of Congress that the federal government has an obligation to pay its fair share in federally impacted areas. In reality these funds are "in lieu of taxes" which would be collected were it possible to put Fort Bliss, Beaumont Hospital, White Sands, etc., on the tax rolls.

We made our official survey on October 2, 1972, and the following is an estimate of our full entitlement:

Class	ADA	Rate	Total entitlement
3(a) military	3. 177	$430. 15	$1, 366. 586
3(b) military	3. 462	215. 07	744, 572
3(b) civilian	5. 319	215. 07	1, 143. 957
3(c) low rent housing	2, 850	215. 07	612, 949
Total	14, 808		3, 868, 064

Of the above we can now expect to receive payment for the following only:

3(a) military	$1, 366, 586
3(b) military	744, 572
Total	2, 111, 158

Deleting the 3(b) Civilian pupils will mean a loss of $1,143,957 alone. Payment for children from public low-rent housing has never been funded.

To absorb a million dollar loss in revenue leaves the school district with a choice of two solutions: curtail our instructional program to reduce the payroll, or increase the tax burden on the property owners. To us it is unfair to ask local property owners to pay the federal government's obligation.

Categorical aid is no substitute for P.L. 874. Government-sponsored programs such as Title I are over and above the basic school offerings. If a program is eliminated, it is right to eliminate the funds. Public Law 874 funds are for the basic educational needs of the community, and the schools must continue to offer standard quality education even though there is a drastic reduction in revenue.

The question of eliminating civilian 3(b) pupils is unrealistic. It costs as much to educate a 3(b) civilian as a 3(b) military. Both are in the school district as a result of federal activity. It is often argued that these families enrich the economy and the community and therefore the government should not bear part of the educational costs. True, they spend their checks in the supermarkets, department stores, service stations, etc., but this does not add revenue to the schools.

Our funds are from ad valorem taxes on real property only. Any way we look at it, tax exempt property which brings large numbers of children into a school district creates a financial burden on the local citizens.

We respectfully request that your committee consider the problem of impacted-area schools in light of the government's obligation to pay its fair share. The survival of many school districts is at stake.

Sincerely yours,

H. E. CHARLES.

HOUSE OF REPRESENTATIVES,
Washington, D.C., February 21, 1973.

Representative CARL D. PERKINS,
Chairman, Education and Labor Committee,
U.S. House of Representatives, Washington, D.C.

DEAR CARL: Relative to the hearings on the impact aid program, I am enclosing a copy of the letter from Don L. Peterson of the Indian Oasis School District #40 in Sells, Arizona.

It occurs to me that Mr. Peterson makes a number of points which are pertinent to the matter under discussion by the Committee.

Sincerely,

MORRIS K. UDALL.

Enclosure.

INDIAN OASIS SCHOOL DISTRICT NO. 40,
Sells, Ariz., February 16, 1973.

Representative MO UDALL,
House Office Building,
Washington, D.C.

DEAR MR. UDALL: Enclosed is an announcement that was mailed to each boxholder in Sells. I realize you probably can't read the newspaper clipping but it states that bids will be opened March 6th for the construction of fifty low rent housing units in Sells, 30 Mutual Help housing units (these will be within our bused area) and 30 Mutual Help housing units in Sells. This is a total of 110 family housing units to be built in the Indian Oasis School District within the year.

As I have informed you before, we are already using eighteen classrooms that are sub-standard or relocatable. These 110 housing units will probably bring in at least 200 additional students to our school system. These will require an additional seven classrooms to house them properly, plus the additional special rooms that are needed.

I know a survey is being made of the needs of school districts such as ours, but when we were surveyed I didn't know about this housing.

We have a building project approved under P.L. 815, however there has not been enough money appropriated for this law to get down to our priority, so we have little prospect of starting the building in the near future.

We are presently renting the needed classrooms, however, this money must come out of our educational budget and thus the education of the Papago Indian child is suffering because of the need for additional classroom space. This year it is costing us in excess of $60,000 for these needed buildings; next year, it could go as high as $100,000 with this added load.

I understand Mr. Perkins' committee is holding hearings on P.L. 874 and P.L. 815 next Tuesday and that action on these bills are scheduled for action on the floor before February 23. If you can help in any way to get either Public Law adequately funded it will be appreciated.

Sincerely yours,

DON L. PETERSON,
Superintendent of Schools.

STATEMENT OF KEITH R. BARKDOLL, SUPERINTENDENT OF SCHOOLS, HANOVER COMMUNITY UNIT DISTRICT NO. 212, HANOVER, ILL.

We are deeply concerned over the status of Public Law #874 and other Federal Education Programs that seemed to be short Funded. At the present time however, I will discuss only P.L. #874 and its impact on our own local school.

Since we are a heavy impacted area (39% of our present student enrollment is considered to be 3 Bc students), we will be deeply affected by the impounding of Federal money. Our usual entitlement has run around $36,900 per year of which we normally have received about 73% of this amount or $26,000.00. This money receivable every year has been distributed between two accounts; Educational, receiving the largest share and Building and Maintenance receiving a smaller amount. The bulk of the money was used to help pay the salary of instructors. Since our district is small by comparison to many school districts, 25 full time teachers and 3 ½-time teachers, the money received from title #874 would normally pay the salary of 3 teachers. This loss of impact money will cause deficit spending in our school system. Some other source of money or income will be necessary to offset this loss of revenue.

If we were able to tax the Savanna Ordnance Depot property that would normally lie in the Hanover School District boundries (10,240) acres or more; we could realize a taxable return of $73,000.00. Simple arithmetic points out that this would be far more to our advantage than the impact fund. Unfortunately we can neither tax this property for a fair return nor claim Title 874 money for 3Bc students under the present plan. It is next to impossible to program—plan—and implement school programs on the basis of ifs—perhaps—maybe or (when funds are available). Administrators and boards of education need to know what income they will have available if they are to plan and administer effective school programs. The withdrawal of funds in the middle of the school year when programs are completed and contracted seriously jeopardize the whole school system and program. Staffing and programing would have been altered severely had we known that Title 874 money would not have been available this year.

I realize that $26,000 is a small amount to most school districts, but to us it is very real and represents the difference between a quality educational program or a minimal program. We prefer the quality program. We still have the students, let's educate them with quality programs. To do this we must have some financial help. If Title 874 has out lived its purpose we need other legislation to replace it. We solicit your help.

STATEMENT OF DR. WILLIAM R. CLARIDA, SUPERINTENDENT, HERRIN COMMUNITY UNIT SCHOOL DISTRICT NO. 4, HERRIN, ILL.

I strongly urge this committee to consider most carefully the harm that will be done if the present federal aid to public education in the form of PL 874 and ESEA Title I, II, III is discontinued or seriously curtailed. The impact of these funds in our school district is considerable.

ESEA TITLE I funds are used to provide a district wide program of Remedial Reading. This program is designed to get to the very heart of the problems of many disadvantaged youngsters. Without such help, one may safely assume that many youngsters would experience greater difficulty in their studies, be more inclined to early dropout, and thus lose their best opportunity to prepare for a productive life in the future.

ESEA TITLE II has made a truly significant difference in this school districts efforts to upgrade the library resources of the schools. The days of teaching only the textbook are long gone. Youngsters need a variety of learning experiences and interest areas provided by supplemental books and periodicals. Although the funding is relatively low, the results are very meaningful.

ESEA TITLE III—Our district was fortunate and farsighted enough to be awarded a three year grant to develop a Humanistic Early Learning Program (HELP) to work with children Kindergarten through grade three. This program will have a profound impact not only in our district, but as an innovative demonstration program, in other districts as well. This program, and many others like it, would never have been possible without funding. If education is to improve, there must be research and developmental programs such as this.

PL 874—It is perfectly logical that if the government creates a stress or demand upon local school districts by virtue of military or industrial impact the government should assist in solving the problem it helps to create. The dollars that our district has received from this service have been placed in our general fund and thus have been used to improve the entire educational program of the district. Obviously if these funds are curtailed, many programs or benefits will be affected.

This committee is to be commended in its efforts to examine the impact of federal funds in the local educational districts. We participated in the Comprehensive Survey recently conducted. I strongly urge you to seek means of increasing rather than decreasing the federal support of public education. Specifically, I endorse Congressman Perkins' legislation to extend ESEA and PL 874 for the next five years.

THE DAYTON PUBLIC SCHOOLS,
Dayton, Ohio, February 16, 1973.

Hon. CARL D. PERKINS,
Chairman, U.S. House of Representatives, Committee on Education and Labor, Washington, D.C.

DEAR MR. PERKINS: At a time when there is rejoicing throughout the land for the return of peace and our prisoners of war, there is also grave concern for the thousands of young people in our public schools whose futures will be affected by the priorities given to education among the listing of national needs.

Up to this point both the executive and legislative branches of government have honored a growing commitment to education as the influence of Federal funds has allowed school districts to plan and develop new opportunities for all children especially those culturally and economically disadvantaged under the Elementary and Secondary Education Act.

Today, however, we see a winter of despair as the funds which are so desperately needed to continue these efforts are withheld, reduced or deleted from the present or new fiscal year budget submitted to Congress.

Of all the programs, each merits support for its intended educational purpose; however, PL 874, because of its general rather than categorical assistance, is of particular significance. The loss of approximately $675,000, represented by 3,700 students attending the Dayton Public Schools is a financial blow of serious proportion.

At a time when school districts are fighting to maintain their fiscal equilibrium in the face of rising costs for goods and services, general property tax rebellion and the demand for greater services, the reduction of any financial support has serious repercussions on the entire educational program. What source of income will be available to meet this loss or do we draw back from our educational gains?

The rationale for the funding of PL 874 is as valid today as when it was first proposed and executed a number of years ago. The program's efficiency and effectiveness have been demonstrated and should be continued.

The Congress must not retreat from its commitments to education. The continuation of PL 874 with full funding of all categories and the Elementary and Secondary Education Act will be demonstration of this support.

Sincerely,

ROBERT S. WEINMAN,
Executive Director, Management Services.

NEW CARLISLE BETHEL LOCAL SCHOOL DISTRICT,
New Carlisle, Ohio, February 18, 1973.

Hon. CARL D. PERKINS,
Chairman, U.S. House of Representatives Committee on Education and Labor, Washington, D.C.

DEAR REPRESENTATIVE PERKINS: I offer the following testimony, in support of H.R. 69 to be inserted into the records of the hearing on Tuesday, February 20, 1973 in the Rayburn Office Building.

Once again, we are faced with a serious challenge being mounted by the Administration to eliminate or drastically cut much needed funds to education, particularly the impacted aid funds.

The recent vetoes of the Labor H. E. W. Appropriations Bill were a bitter disappointment to the Board of Education Administration & Faculty of the New Carlisle-Bethel Local School District and to its property tax payers.

The people of this community have depended on P.L. 874 funds for better than twenty (20) years and it has become an intricate and important part of our total budget.

It has aided us in planning, providing and maintaining a quality educational program for this District.

In the past two (2) years, voters in Ohio have approved less than 30% of local requests for additional school funds; the New Carlisle Bethel Local School District rejected new millage for operation five (5) times, thus forcing the school to close for four weeks; suits challenging the use of the ad valorem taxes for the operation of schools have been filed in courts throughout the nation; and Boards of Education and Administrators have struggled diligently to keep schools open and operating.

All this, at a time when we experience increase in costs, growth of inflation, and the resulting desperate financial plight of impacted school districts.

The simple fact is that while the need for equal education opportunity and the costs of education have been rising throughout our nation, total federal investment in education over the past few years has been static.

School districts are receiving a smaller proportion of federal aid this year than they did one, two, and three years ago. Our nation cannot afford to make this mistake.

It therefore becomes imperative that Public Law 874 funding be continued at least at the same level of financing as last year (1972) with an inflationary allowance for all 3a, 3b1 and 3b2 pupils. If Public Law 874 funds are reduced or eliminated, a school district will have only two alternatives. Either to *attempt* to increase the property tax or to reduce educational services to the children.

In the case of the New Carlisle Bethel Local School District, the difference between the budget proposal of the administration and last year's payment would create a deficit of approximately $195,000 or 20% of our operating budget for FY 1973, thus, necessitating a millage increase of 3½ to 4 mills on the local property taxes.

From the above information, you can see why we earnestly seek the support of the Committee on Education and Labor and the Congress as a whole to make every effort to get a '73 Appropriations Bill out as quickly as possible, maintaining the level of '72 funding and to remove the 3b2 restriction now in effect; provide '74 authorizations and '74 appropriations and to fully support the five year extension of E.S.E.A. and P.L. 874 as provided through H.R. 69.

Sincerely,

WILLIAM M. BERRY,
Assistant Superintendent.

THE XENIA CITY SCHOOLS,
OFFICE OF THE BOARD OF EDUCATION,
Xenia, Ohio, February 15, 1973.

Hon. CARL D. PERKINS,
U.S. House of Representatives,
House Office Building,
Washington, D.C.

DEAR MR. PERKINS: May I take this opportunity on behalf of the 9,000 students in the Xenia City Schools to thank you for your leadership and guidance concerning P.L. 874, "Impact Aid." We have become very dependent upon the $150,000.00 received annually to help support our educational program. To lose this amount of funding would be a drastic blow to our system.

Due to the fact that our county is having a reappraisal of property, which automatically reduces the tax rate, thereby creating a loss in revenue, the State of Ohio has increased the "charge off" rate 5 mills, which would have provided our schools with monies not now available. E.S.E.A. federal funds in the amount of $85,000.00 is no longer forthcoming. In all, our system will receive $448,000.00 less money for operation in 1973 than in 1972.

With the attitude of "no new taxes" prevailing throughout the state of Ohio, as well as the nation, we must turn to our congressional leaders for support of the existing programs to education.

With the amount of minority students enrolled in our schools (1,100) and the number of disadvantaged students (600) in our schools with a percent of the total enrollment eligible to receive free or reduced lunches, you can readily see why *any* reduction in revenues would be difficult for us to cope with.

In light of the above information, we sincerely hope you will give this bill strong support for extension of funds.

Respectfully,

CARL B. ADKINS,
Acting Superintendent of Schools.

STATEMENT OF RAYMOND HOPPER, ED.D., SUPERINTENDENT, MAD RIVER TOWNSHIP SCHOOLS

The Impact of Wright-Patterson Air Force Base Upon the Community and Schools of Mad River Township, Montgomery County, Dayton, Ohio

The Mad River Local School District is situated between the City of Dayton on the west and Wright-Patterson Air Force Base on the east in Montgomery County, Ohio. The school district is located entirely within Mad River Township and encompasses an area of over eleven square miles.

Census data reveals that the population of Mad River Township increased from 4,866 in 1940 to 33,903 in 1960—an increase of 275 percent, with an increased rate continuing into the 1970's. This tremendous growth of population resulted in an equally exploding student enrollment. The school census showed an increase from 836 students in 1940 to 8,092 in the current 1972–73 school year. This rapid growth in population and federal activities at the adjacent military installation has created many problems for the school district. We observed a school district, described in the history of Montgomery County as the richest area of the county, explode into a housing area for Wright-Patterson Air Force Base. Today this school district has a per pupil wealth of $6,774.88 in a state that has the average $16,723.74.

Mad River has a 26.2 mill operating levy or $176.71 per student to support the education on the local level. The average cost of educating one pupil in Ohio for the 1971–72 school year was $782.18. If Mad River is going to give an education equal to only the *average* in the State of Ohio, we must secure an additional $605.46 from other sources, state and federal. We believe the students who attend Mad River schools deserve an education that is at least equal to the average in the state.

There are a number of school districts, of which Mad River is a prime example, in which P.L. 874 and P.L. 815 represent a large part of their funds. Any proration with the limited tax base available must result in a major increase in local property taxes, severe reduction in programs, or both. A phase out of the 3–B student funding has the irony of taking the burden from the Federal Government and placing it firmly upon the shoulders of the parents of the 3–B student through increased local taxes. The goal of the all voluntary service should not have as a part of it a second rate financed education for the military dependents nor should it force them to live only in military housing.

For the current year Mad River has 1,293 students classified as 3–B. To supplement their education we should receive $278,058.00. If 3–B students are not funded it would require an additional 4.87 mill tax to replace this income. We have experienced an extreme reluctance on the part of the home owners in Ohio to increase property taxes to replace a loss of federal funds.

We firmly believe that the envisioned educational revenue sharing is not the answer to some special problems that exist throughout the United States.

The presence of a military installation placed there by the Federal Government creates an extreme hardship for the school district connected with that Air Force base or military installation. We firmly feel that it is the Federal Government's responsibility in placing it there and they should share some of the burden of educating the dependents of the employees of that base.

THE COUNTY SCHOOL BOARD,
PRINCE WILLIAM COUNTY,
Manassas, Va., February 16, 1973.

Hon. DANIEL J. FLOOD,
U.S. Congressman, Chairman, House Appropriations Subcommittee on Labor, HEW, Washington, D.C.

DEAR CHAIRMAN FLOOD: I am quite pleased for the opportunity of appearing before this subcommittee concerning the possible termination or reduction of funds for the Impact Aid Program under Public Law 81–874.

The following statistics represent the importance of Impact Aid Funds to the Prince William County, Virginia school system.

Pupils	ADA	Payment per pupil	Entitlement	Estimated payment	
				Percent	Amount
1971-72 APPLICATION					
3-A	23	$384.98	8,854	90	$7,968
3-B-2	5,710	192.49	1,099,118	70	769,383
3-B-U.S.	4,788	192.49	921,642	70	645,149
Total	10,521		2,209,614		1,422,500
Payment received					1,344,608
Estimated final payment					77,892
Loss of revenue					607,114
1972-73 APPLICATION					
3-A	19	430.00	8,170	90	7,353
3-B-2	6,237	215.00	1,340,955	70	938,669
3-B-U.S.	4,724	215.00	1,015,660	70	710,962
Total	10,980		2,364,785		1,656,984
Payment received					1,556,984
Estimated payment					707,801
Loss of revenue					
Estimated payment if 3-B-2 excluded					718,315
Estimated loss of revenue 3-B-2					938,669
Estimated loss of revenue full entitlement					707,801
Estimated total loss of revenue					1,646,470

This situation with regard to 90% and 70% proration has created an enormous burden on the taxpayers of Prince William County through increased real estate taxes.

Should the loss of anticipated revenue on all 3-B-2 children become a reality the tax burden would become prohibitive. The alternative is to reduce the educational services of the local school system to all children. This is in direct conflict with the Standards of Quality which have been enacted by the General Assembly of the Commonwealth of Virginia.

If, however, the Impact Aid Program is eliminated the local government should be given the opportunity of taxing all Federally owned real estate within its jurisdiction.

The Prince William County School Board requests your careful consideration for full funding of all entitlement under the Impact Aid Program of Public Law 874.

Thank you for the opportunity of addressing this distinguished committee.

Sincerely,

HERBERT J. SAUNDERS,
Acting Division Superintendent.

STAFFORD COUNTY PUBLIC SCHOOLS,
Stafford, Va., February 19, 1973.

Hon. DANIEL J. FLOOD,
Chairman, House Appropriation Sub-Committee on Labor,
Washington, D.C.

DEAR CHAIRMAN FLOOD: The possible loss of Impact Aid funds comes at a very crucial time for Stafford County, therefore we are most appreciative for the opportunity to express the concern of its citizens.

The phenomenal growth rate of Stafford County due to its geographic location in the Virginia portion of the Atlantic Corridor necessitates a continuous construction program for new schools. A 9 million dollar building program currently under construction leaves few tax dollars for services needed for quality education. The lack of industry in the county further increases the resident's share in providing schools and services to keep abreast of expanding enrollments.

The Standards of Quality mandate passed by the 1972 General Assembly requires special services which the county already has begun to subsidize in the area of special education. With the Standards of Quality mandate for a kindergarten program as soon as possible but not later than 1976, Stafford County will need a minimum of ½ million per year for implementation. To meet requirements for individual needs and to reduce the dropout rate, an additional ½ million will be needed for vocational education.

The geographic location of the Stafford County School Division is in close proximity to three major government installations (Quantico, Fort Belvoir, and Dahlgren) causing increased enrollments in school population. Approximately one third of the parents of the Stafford County pupils are employed on Federal property. 50,000 acres of Stafford County land is now a part of the Marine Corps School in Quantico. Had this property been developed by private industry, Stafford would be realizing approximately 330 thousand per year in real estate taxes alone. The proposal to eliminate B pupils will completely wipe out Impact Aid funds for Stafford County thereby providing no assistance to a division where many locate because of their affiliation with government installations.

The elimination of Impact Aid funds without a justifiable substitute can only bring an increased tax burden to the citizens of Stafford County. An increase of 57¢ in the tax rate would be required to recoup this loss if the county is to continue their building program and current instructional program with supportive services.

Schools today are called upon to provide many services thereby necessitating special staff members i.e. school psychologists, nurses, teachers for emotionally disturbed, reading specialists and speech therapists. The loss of Impact Aid fund can only decrease such services. The economically deprived child will feel this drastic cut in services the most since they have the greatest need for compensatory education and special programs. For many of these children, the school is the only hope for solutions to their problems.

The proposed rate per student for distribution of '73 Impact Aid for Stafford County is $215.07. In the current school budget Stafford County will spend from local funds a total of $428.18 per pupil in average daily attendance. One can readily see that an additional $213.11 per student is needed from local funds to provide schools and educational programs for each student under the Impact Aid program. If this year's rate of $215.07 is funded at the 73% level which was 1972 fiscal level of funding, then we will only receive $157.00 which means that Stafford must provide from local funds $271.18 for each pupil under the Impact Aid program.

We cannot maintain our current educational standards in a society with increased inflationary costs and with new demands for upgrading deficient areas and initiation of new programs. The loss of our 1973 entitlement of $416,590.00 will mean the loss of many services to children. Therefore we sincerely request that you make every effort to promote legislation for continuation of the program.

Sincerely yours.

A. G. WRIGHT, *Superintendent.*

STATEMENT OF DR. JOHN ALBOHM, SUPERINTENDENT OF SCHOOLS, ALEXANDRIA CITY SCHOOL DIVISION

SUBJECT: EXTREME NEGATIVE IMPACT UPON THE SCHOOL DIVISION AND CITY TAX STRUCTURE IN ALEXANDRIA IF PUBLIC LAW 874 IS NOT FUNDED FOR FISCAL 1974

Reduction of Public Law 874 funding or lack of funding for all B pupils has already created a deficit of $609,026. This reduction (1972–73) is equivalent to approximately 5% of our total school budget.

For the new budget year beginning July 1, 1973 through June 30, 1974 a continued deficit is now faced. Our alternatives are whether to increase property taxes by $.10 (since $.01 is equivalent to $61,000) or to curtail school programs. The elimination of all B pupils will reduce city revenues in 1974 by approximately $1,000,000 or a projected tax increase of $.16.

Teacher negotiations are intense and continue to raise the level for instructional expenditures. School systems in Northern Virginia and the metropolitan area are competitive; increases for salaries of teachers appear to be in-step increases plus cost of living increases of 4–6%. This impact alone will raise the city budget by some $1,000,000.

New programs needed include an expanded Vocational Education program and the State-mandated Special Education program. Both are new programs and need to be funded. Preliminary budget figures indicate that $2,000,000 will be needed for these programs which we must add to the loss of revenue dollars.

School enrollment in Alexandria City is 16,100. Federally-related enrollment (B pupils) is 4,326. The major federal installation in Alexandria is Cameron

Station. If B pupils are reduced anticipated receipts related to the total budget would be approximately 7%. The 1972–73 operational budget for Alexandria City Public Schools is $20,639,685. Estimated budget figures for 1973–74 will be approximately $23,139,685.

LOOGOOTEE COMMUNITY SCHOOL CORPORATION,
Loogootee, Ind., February 21, 1973.

Chairman CARL D. PERKINS,
Rayburn House Office Building,
Washington, D.C.

DEAR SIR: We were not informed of the hearing which was held on February 20, 1973, on H.R. 69 until it was too late to submit testimony. In the hope that you remain receptive to additional information we are enclosing copies of materials which were recently sent to our President. Similar kinds of materials have been sent to our representatives on the federal level. We feel that our very severe circumstances are best explained in this manner.

Thank you very much for your concern. We must depend upon your sound judgment and hope for your meaningful support.

Sincerely,

DR. TRACY DUST, *Superintendent.*

Enclosure.

FEBRUARY 6, 1973.

The PRESIDENT,
The White House,
Washington, D.C.

MY DEAR MR. PRESIDENT: It is my sincere hope that these materials can find their way through your staff or at the best, be presented to you in a meaningful manner. We are reporting a very serious situation which has been created over the current dispute regarding impacted area funding. (P.L. 874)

Please allow me to state initially that we are in agreement with your general stand on federal programs. We do feel that federal funding is at the base of much of the inflation which has been such a problem for all of us and I am confident that these funds have also had a stifling effect on individual initiative. It should be noted also that there are school corporations who have more than sufficient means to support their educational endeavors without the substantial amounts that they receive in federal funds. We do not fault efforts to curtail expenditures in these instances.

The Loogootee Community School Corporation is dependent upon the Crane Naval Ammunition Depot, Crane, Indiana, for its financial integrity. N.A.D. Crane is the chief source of employment for the people of our community and it provides our schools with impacted area funds that surpass $100,000.00 yearly. It is doubtful that we can complete the current school year should there be any significant decrease in these services.

It should be pointed out that the funds which are derived from P.L. 874 are assigned each year to basic educational purposes. There are no "frills" in this school system. We have an adjusted assessed valuation of $7,255,685.64 which is far below average in the State of Indiana for school districts of our student enrollment.

The enclosed may and Data Sheet provide a graphic illustration of the scope of our problem. Approximately 52,607.15 acres of land were taken from our tax roles when the process of federal acquisition was completed in 1942. 18,598.06 of the total were taken from Brown Township and 21,128.59 acres of the total were taken from McCameron Township. It is clear that our ability to raise taxes locally is severely hampered and it is easily understood why our adjusted assessed valuation is limited to $7,255,685.00.

We have recently been notified by H.E.W. that there is no funding available for category "B" pupils. Under these circumstances this school corporation will lose funds for 564 students who normally qualifyy under P.L. 874. I'm sure you begin to see the severity of the situation. Our support has been removed and we do not have the tax base necessary to provide the difference.

We are requesting that you suggest further study in this area prior to a final determination on P.L. 874. A community's ability to raise money locally should receive consideration before adjustments are made.

Thank you for your time. We will appreciate any assistance that you can give us on this matter.

Respectfully yours,

DR. TRACY DUST,
Superintendent of Schools.

MIDWEST CITY-DEL CITY SCHOOLS,
Midwest City, Okla., March 5, 1973.

Hon. CARL D. PERKINS,
Chairman, Committee on Education and Labor,
U.S. House of Representatives,
Washington, D.C.

DEAR MR. CHAIRMAN: I am J. E. Sutton, Superintendent of the Midwest City-Del City Schools, Independent School District No. 52, Oklahoma County, Oklahoma, and the President of the Oklahoma Association of School Impact Services, known as OASIS, a state organization composed of impact aid schools in Oklahoma consisting of some 350 school districts. Section Two schools are not included in this total.

May I take this means of informing you of the importance of Public Law 874 to the State of Oklahoma.

There are in average daily attendance 9,846 Category "A" students, 12,410 Military "B" students, 1,392 B[1] Indian students and 35,062 Civilian "B" students in the State of Oklahoma. Oklahoma's entitlement, based on the FY 72 appropriation bill and using the ratio of 100%, 90% and 75%, is $11,483,424.40. Operating as we have this year under the continuing resolution which expired February 28, Oklahoma could lose for Civilian "B" children $4,279,773.60, excluding the hardship clause as reported in the FY 73 budget. If we excluded, as per the budget request for FY 74, all "B" children and fund the "A" children at 100% through revenue sharing, Oklahoma would lose $7,284,169.60, plus the loss in the administration of revenue sharing. If this were converted to a loss of teachers in Oklahoma at an average salary of $7,800 per year, it would mean that 929 teachers could not be employed for the 1973–74 school term.

When an analysis is made of the four major federal installations in Oklahoma, using average daily attendance for the students, we find that Tinker Field involves 105 school systems with 15,441 Civilian "B" children and 1,307 Military "B" children; Ft. Still 29 school systems with 3,265 Civilian "B" children and 5,774 Military "B" students; Altus Air Force Base 19 school systems with 586 Civilian "B" children and 1,251 Military "B" children; and Vance Air Force Base involves 10 schools with 802 Civilian "B" students and 278 Military "B" students. A summary of these four installations alone shows an involvement of 163 school districts with 20,094 Civilian "B" students and 8,610 Military "B" students in average daily attendance.

Calculating the Civilian "B" and the Military "B" at 25% of the national average, or $215.07, and taking 73% of this as provided in the appropriation bill for FY 72, the loss of these four installations would be $4,506,559.57.

This I feel clearly points out the need for the continuation of Public Law 874. One can readily see that this loss would place a financial crisis on the impacted schools of Oklahoma. There are several possible ways by which this loss could be partially alleviated, but should this become necessary there would be great damage to the education of the school children served by impact school districts. Some possible alternatives are as follows:

1. Reduction of staff, resulting in higher pupil-teacher ratio, which immediately places these districts in conflict with the Oklahoma statutes requiring a certain pupil-teacher ratio for FY 74 for elementary and secondary schools. This would be regressive rather than progressive.

2. Elimination of programs vital to the education of those greatly in need, such as Vocational-Education courses, Special Education courses, speech therapists, elementary physical education, vocal music, etc.
3. Short term school with an additional loss of state funds resulting from not meeting the state requirement of 175 days taught.
4. Reduction in transportation for the children.
5. Reduction in equipment and supplies necessary for an adequate educational program.

It is my contention that PL 874 and PL 815 were passed by Congress after a Congressional study which provided funds for school districts because of the burden placed upon those districts by federal installations or non-taxable federal property. I do not feel that times have changed this commitment. This is a federal obligation and should be met by the federal government. If this is not done, the federal government will be refusing to meet its moral obligation to these students.

Most private industries meet their financial obligations to the school district in which they are located and many did prior to the beginning of P.L. 874 in 1950. They are still meet their obligations to the schools today. With the elimination of Category "B" there becomes a wider difference in the educational opportunities for impact area schools and those financed with the aid of private industry.

Attached herewith is a breakdown of the loss to Oklahoma by Congressional Districts, excluding the hardship clause in FY 73 budget request. This report shows the millage required to offset the loss of impact aid funds and in most cases this would be impossible because of the constitutional limitations provided in Oklahoma. Most of these districts now vote the maximum millage allowed by law.

Additional justification data is also attached showing the comparison of private industry and federal installations and Indian land as opposed to private land.

Also attached is data of the OASIS officers' school districts (Midwest City-Del City, Lawton and Moore) and also the Altus Public Schools served by the Altus Air Force Base and the Enid Public Schools served by Vance Air Force Base as compared to the state and national averages where applicable and also four comparable schools with private industry or high property valuation. Bartlesville has the advantage of the Phillips Oil Company General Offices, Ponca City has the Conoco Oil Company. Tulsa has many tax-paying industries and Putnam City has a very expensive residential area. You can readily see the necessity for continuing to support impact schools or destroy their educational programs.

I am attaching a bond brochure of the Midwest City-Del City School System which shows that this school district is currently housing some 3,000 students in 103 wooden army barracks. After the completion of the construction voted in the bond election of November 14, 1972, 82 temporary wooden barracks will still be in use in our school district.

If Category "B" is not funded for FY 74, the Midwest City-Del City School System would lose approximately a million dollars. To partially offset this loss, some alternatives must be found. These would by necessity come from the areas indicated below:

1. Staff reduction by approximately one hundred certified personnel.
2. Reduction in Health Services, including Speech Therapists, Nurses, and teachers for hard of hearing classes.
3. Elementary special reading programs, so badly needed in culturally deprived areas, could be greatly reduced and these teachers placed in regular classrooms.
4. Vocal music and physical education in the elementary schools could be eliminated.
5. There could be no new Special Education programs added for the 1973-74 school terms.
6. Professional trips for administrators and teachers could be eliminated.
7. All academic and vocational education classes that do not have an enrollment of at least seventeen could be eliminated.
8. No additional administrative personnel could be employed.
9. Reduction in non-certified personnel.
10. Expenditures for equipment and supplies could be reduced to the bare essentials.

There are other items too numerous to mention. The loss of all or part of these alternatives would greatly affect the quality of education now offered by the Midwest City-Del City Schools.

Since Oklahoma statutes require that faculties must be determined and selected no later than April 10, 1973, and since there is no appropriation bill for 1973 and if there is no appropriation bill for 1974 prior to April 10, I recommend that Congress assume the responsibility to fund impact districts at the level of no less than the 1972 appropriation bill in order that these school districts may meet their financial obligations which are already committed for FY 1973 and must be committed by April 10, 1973, for FY 1974.

The OASIS organization in Oklahoma stands ready to help you and your committee in any way to insure that Public Law 874 is continued.

Sincerely,

J. E. SUTTON, *Superintendent.*

Enclosures.

RECAP CALCULATIONS OF IMPACT AID BY CONGRESSIONAL DISTRICTS

District	Category A	Category B, military	Category B,[1] Indian	Category B, civilian	Entitlement under 1971-72 appropriation	Entitlement under continuing resolution	Difference fiscal year appropriation bill and continuing resolution	Loss of all B's with category A funded at 100 percent
Congressional District No. 1	79	313	38	3,012	558,578.34	109,470.72	449,107.62	524,596.49
Congressional District No. 2	2,015	424	819	2,421	1,355,323.66	1,134,083.35	221,240.31	488,571.91
Congressional District No. 3	1,262	480	274	3,825	1,207,469.74	705,012.08	502,457.66	664,620.84
Congressional District No. 4	5,555	9,837	220	15,799	6,190,598.39	4,530,934.11	1,659,664.28	3,822,622.64
Congressional District No. 5	0	687	0	5,073	904,326.31	147,753.09	756,573.22	904,326.31
Congressional District No. 6	935	669	41	4,932	1,267,127.96	576,397.45	690,730.51	843,431.41
Total	9,846	12,410	1,392	35,062	11,483,424.40	7,203,650.80	4,279,773.60	7,248,169.60

CALCULATIONS OF IMPACT AID—CONGRESSIONAL DISTRICT NO. 1

School	Category A	Category B military	Category B,[1] Indian	Category B, civilian	Entitlement under 1971-72 appropriation	Entitlement under continuing resolution	Difference fiscal year appropriation bill and continuing resolution	Loss of all B's with category A funded at 100 percent [1]	Millage required to offset loss
Bixby	0	2	0	44	7,222.05	430.14	6,791.91	7,222.05	0.82
Broken Arrow	0	24	4	228	40,192.28	6,021.96	34,170.32	40,192.28	1.69
Caney Valley	0	0	0	22	3,454.02	----------	3,454.02	3,454.02	.96
Cleveland	0	11	0	91	16,014.11	2,365.07	13,649.04	16,014.11	2.34
Collinsville	0	3	0	84	13,659.10	645.21	13,013.89	13,659.10	2.59
Glenpool	0	2	2	6	1,570.01	860.28	709.73	1,570.01	1.13
Jenks	0	5	0	52	8,949.06	1,075.35	7,873.71	8,949.06	.50
Liberty	25	2	0	7	11,091.37	11,183.89	(92.52)	337.62	.25
Owasso	0	12	0	142	24,178.17	2,580.84	21,597.33	24,178.17	3.09
Pawnee	48	9	21	33	28,473.55	27,099.30	1,374.25	7,826.35	1.21
Ralston	6	0	11	13	6,090.84	4,946.67	1,144.17	3,509.94	1.57
Sand Springs	0	27	0	77	16,328.11	5,806.89	10,521.22	16,328.11	.75
Skiatook	0	2	0	75	12,089.08	430.14	11,658.94	12,089.08	2.54
Sperry	0	3	0	28	4,867.03	645.21	4,221.82	4,867.03	1.60
Tulsa	0	207	0	2,044	353,409.48	44,519.49	308,889.99	353,409.48	.37
Union	0	4	0	66	10,990.08	860.28	10,129.80	10,990.08	.70
Total	79	313	38	3,012	558,578.34	109,470.72	449,107.62	524,596.49	----------

CALCULATIONS OF IMPACT AID—CONGRESSIONAL DISTRICT NO. 2

School	Category A	Category B military	Category B,[1] Indian	Category B, civilian	Entitlement under 1971–72 appropriation	Entitlement under continuing resolution	Difference fiscal year appropriation bill and continuing resolution	Loss of all B's with category A funded at 100 percent [1]	Millage required to offset loss
Beggs	0	0	0	10	1, 570. 01	0	1, 570. 01	1, 570. 01	0. 38
Belfonte	37	0	1	0	14, 481. 00	16, 130. 62	(1, 649. 62)	(1, 434. 55)	0
Bell	125	0	0	0	48, 391. 88	53, 768. 75	(5, 376. 87)	(5, 376. 87)	0
Boley	0	0	0	22	3, 454. 02	0	3, 454. 02	3, 454. 02	4. 77
Braggs	8	0	14	14	7, 493. 11	6, 452. 18	1, 040. 93	4, 051. 91	5. 71
Briggs	43	6	38	6	24, 496. 85	27, 959. 53	(3, 462. 68)	6, 000. 40	6. 82
Bristow	2	11	9	28	8, 310. 32	5, 161. 70	3, 148. 62	7, 450. 02	1. 01
Castle	16	0	0	2	6, 508. 16	6, 882. 40	(374. 24)	(374. 24)	0
Catoosa	0	3	0	67	10, 990. 08	645. 21	10, 344. 87	10, 990. 08	1. 44
Cave Springs	56	0	5	0	22, 464. 57	25, 163. 75	(2, 699. 18)	(1, 623. 83)	0
Checotah	0	5	6	30	6, 437. 05	2, 365. 77	4, 071. 28	6, 437. 05	1. 18
Choctau-Mayes	3	8	3	19	5, 871. 43	3, 656. 22	2, 215. 21	4, 580. 98	1. 52
Claremore	0	25	0	153	27, 941. 90	5, 376. 75	22, 565. 15	27, 941. 90	2. 99
Colcord	30	2	0	0	11, 928. 05	13, 334. 64	(1, 406. 59)	(976. 45)	0
Commerce	1	10	0	13	3, 998. 16	2, 580. 85	1, 417. 31	3, 568. 01	1. 38
Coweta	0	3	0	26	4, 553. 03	645. 21	3, 907. 82	4, 553. 03	1. 19
Dahlonegah	64	0	23	0	28, 387. 67	32, 476. 21	(4, 088. 54)	858. 07	5. 52
Depew	8	3	0	8	4, 824. 09	4, 086. 41	737. 68	1, 382. 89	. 34
Dewar	3	0	23	11	6, 499. 45	6, 237. 06	262. 39	5, 209. 00	7. 06
Eufaula	124	10	14	123	71, 083. 90	58, 500. 28	12, 583 62	17, 745. 30	4. 73
Fort Gibson	3	4	0	54	10, 267. 46	2, 150. 73	8, 116. 73	8, 977. 01	. 84
Foyil	0	0	0	11	1, 727. 01	0	1, 727. 01	1, 727. 01	2. 70
Gore	31	0	0	41	18, 438. 22	13, 334. 65	5, 103. 57	5, 103. 07	2. 14
Graham	30	0	10	5	13, 969. 06	15, 055. 20	(1, 086. 14)	1, 064. 56	1. 82
Grandview	6	3	0	24	6, 561. 83	3, 226. 11	3, 335. 72	3, 980. 93	5. 22
Greasy	60	3	20	6	27, 781. 13	30, 755. 61	(2, 974. 48)	1, 972. 13	7. 71
Gum Springs	0	0	0	4	628. 00	0	628. 00	628. 00	1. 98
Gypsy	9	0	5	0	4, 268. 40	4, 945. 80	(677. 40)	397. 95	. 44
Hanna	22	0	9	3	10, 400. 98	11, 398. 93	(997. 95)	937. 68	1. 12
Haskell	0	0	0	20	3, 140. 02	0	3, 140. 02	3, 140. 02	. 79
Hilldale	0	14	0	31	7, 065. 05	3, 010. 98	4, 054. 07	7, 065. 05	2. 22
Hominy	32	3	4	8	14, 743. 34	15, 270. 28	(526. 94)	978. 54	. 19
Hulbert	9	0	18	19	9, 293. 25	7, 742. 61	1, 550. 64	5, 421. 90	4. 70
Indian Camp	8	0	15	3	5, 923. 09	6, 667. 25	(744. 16)	2, 481. 98	1. 24
Inola	0	2	0	50	8, 164. 05	430. 14	7, 733. 91	8, 164. 05	3. 91
Jay	5	4	3	11	4, 761. 68	3, 656. 24	1, 105. 44	2, 610. 93	. 65
Kansas	83	0	10	2	34, 016. 22	37, 853. 15	(3, 836. 93)	(1, 686. 23)	0

See footnotes at end of table.

CALCULATIONS OF IMPACT AID—CONGRESSIONAL DISTRICT NO. 2—Continued

School	Category A	Category B military	Category B[1] Indian	Category B civilian	Entitlement under 1971–72 appropriation	Entitlement under continuing resolution	Difference fiscal year appropriation bill and continuing resolution	Loss of all B's with category A funded at 100 Percent[1]	Millage required to offset loss
Kellyville	0	0	25	18	6, 751. 04	5, 376. 75	1, 374. 29	6, 751. 04	2. 47
Keyes	17	0	0	5	7, 366. 29	7, 312. 55	53. 74	53. 74	. 04
Kenwood	18	0	10	0	8, 538. 44	9, 893. 40	(1, 354. 96)	795. 74	13. 60
Kiefer	6	0	1	23	6, 090. 83	2, 795. 97	3, 294. 86	3, 509. 93	3. 40
Leach	15	0	3	0	6, 278. 02	7, 097. 46	(819. 44)	(174. 23)	0
Locust Grove	32	5	5	28	18, 354. 36	15, 915. 50	2, 438. 86	4, 589. 56	2. 02
Lone Star	2	3	7	5	3, 129. 28	3, 011. 00	118. 28	2, 268. 98	1. 71
Lost City	97	0	0	13	39, 593. 11	41, 724. 55	(2, 131. 44)	(2, 131. 44)	0
Mannford	0	0	0	17	2, 669. 02	0	2, 669. 02	2, 669. 02	. 93
Marble City	15	0	0	0	5, 807. 03	6, 452. 25	(645. 22)	(645. 22)	0
Maryetta	52	2	0	2	20, 759. 02	22, 797. 94	(2, 038. 92)	(1, 608. 78)	0
Mason	43	0	0	5	17, 431. 80	18, 496. 45	(1, 064. 65)	(1, 064. 65)	0
Midway	0	0	8	5	2, 041. 01	1, 720. 56	320. 45	2, 041. 01	1. 77
Morris	11	0	19	23	10, 852. 52	8, 817. 98	2, 034. 54	6, 120. 87	2. 79
Mounds	8	0	0	21	6, 394. 10	3, 441. 20	2, 952. 90	2, 952. 90	2. 73
Muskogee	3	64	0	476	85, 941. 99	15, 054. 93	70, 887. 06	84, 651. 54	1. 86
Nuyaka	3	0	0	2	1, 475. 42	1, 290. 45	184. 97	184. 97	. 41
Oaks Mission	15	0	6	13	8, 790. 04	7, 742. 67	1, 047. 37	2, 337. 79	5. 55
Okemah	24	4	17	24	16, 356. 28	14, 840. 07	1, 516. 21	6, 032. 68	1. 79
Oktaka	0	3	0	16	2, 983. 02	645. 21	2, 337. 81	2, 983. 02	2. 03
Okmulgee	19	62	0	84	30, 277. 72	21, 507. 19	8, 770. 53	22, 104. 87	1. 42
Olive	0	2	5	10	2, 669. 01	1, 505. 49	1, 163. 52	2, 669. 01	1. 74
Oologah-Taloga	0	0	0	58	9, 106. 06	0	9, 106. 06	9, 106. 06	. 41
Pawhuska	20	1	20	33	16, 220. 75	13, 119. 47	3, 101. 28	7, 617. 75	1. 18

Peavine	55	37	2	4	28,043.48	32,045.98	(4,002.50)	4,385.23	11.70
Pitcher-Cardin	53	0	180	9	50,191.35	61,510.55	(11,319.20)	27,393.40	21.22
Porter	0	2	0	20	3,454.02	430.14	3,023.88	3,454.02	1.66
Porum	2	0	0	29	5,327.30	860.30	4,467.00	4,467.00	2.27
Preston	13	5	0	6	6,759.76	6,667.30	92.46	1,167.81	1.37
Pryor	28	18	32	39	24,812.88	22,797.70	2,015.18	12,768.68	1.08
Quapaw	32	2	115	7	31,856.46	38,927.99	(7,071.53)	18,091.66	9.58
Rocky Mountain	30	0	0	0	11,614.05	12,904.50	(1,290.45)	(1,290.45)	0
Roland	18	4	7	25	12,620.46	10,108.47	2,511.99	4,877.76	6.76
Ryal	45	0	4	0	18,049.07	20,217.03	(2,167.96)	(1,307.68)	0
Salina	117	4	17	20	51,731.83	54,844.02	(3,112.19)	1,404.28	1.46
Sallisaw	2	23	1	43	11,293.34	6,021.98	5,271.36	10,433.04	3.04
Sapulpa	0	16	15	52	13,031.09	6,667.17	6,363.92	13,031.09	.81
Sequoyah	0	0	0	28	4,396.03	0	4,396.03	4,396.03	2.78
Shady Grove	15	1	1	3	6,592.02	6,882.39	(290.37)	139.77	.82
Skelly	45	0	0	0	17,421.08	19,356.75	(1,935.67)	(1,935.67)	0
Stidham	6	0	0	15	4,677.82	2,580.90	2,096.92	2,096.92	5.31
Stilwell	67	7	19	2	30,334.07	34,411.87	(4,077.80)	1,514.02	.67
Tahlequah	46	6	10	179	48,423.42	23,228.02	25,195.40	28,636.52	3.97
Tenkiller	12	0	0	20	7,785.64	5,161.80	2,623.84	2,623.84	5.34
Twin Hills	10	0	0	9	5,284.36	4,301.50	982.86	982.86	.64
Vian	36	11	26	15	22,100.92	23,442.99	(1,342.07)	6,615.52	4.29
Wagoner	1	2	0	90	14,831.23	860.29	13,970.94	14,401.08	2.38
Warner	0	11	0	23	5,338.04	2,365.77	2,972.27	5,338.04	2.29
Webber Falls	0	0	0	19	2,983.02	0	2,983.02	2,983.02	2.14
Weleetka	45	5	4	2	19,148.08	21,292.38	(2,144.30)	(208.67)	0
Westville	7	3	6	4	4,750.96	4,946.68	(195.72)	1,739.91	.75
White Oak	10	0	0	17	6,540.37	4,301.50	2,238.87	2,238.87	1.07
Wickliffe	18	0	2	0	7,282.43	8,172.84	(890.41)	(460.27)	0
Wilson	14	0	10	0	6,989.90	8,172.80	(1,182.90)	967.80	1.49
Wolf	18	0	0	3	7,439.43	7,742.70	(303.27)	(303.27)	0
Woodall	0	0	0	15	2,355.02	0	2,355.02	2,355.02	10.66
Wyandotte	14	2	12	17	10,286.92	9,033.08	1,253.84	4,264.82	1.82
Zion	38	0	0	1	14,868.13	16,345.70	(1,477.57)	(1,477.57)	0
Total	2,015	424	819	2,421	1,355,323.66	1,134,083.35	221,240.31	488,571.91	

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[1] Items in parenthesis are gain per district, other items are losses

CALCULATIONS OF IMPACT AID—CONGRESSIONAL DISTRICT NO. 3

School	Category A	Category B, military	Category B,[1] indian	Category B, civilian	Entitlement under 1971-72 appropriation	Entitlement under continuing resolution	Difference fiscal year appropriation bill and continuing resolution	Loss of all B's with category A funded at 100 percent	Millage required to offset loss
Ada	0	29	0	65	14,758.10	6,237.03	8,512.07	14,758.10	0.86
Alderson	0	0	0	17	2,669.01	0	2,669.01	2,669.01	11.94
Allen	11	5	0	37	10,852.52	5,807.00	5,045.52	6,120.87	1.89
Antlers	18	11	0	1	8,852.44	10,108.47	(1,256.03)	1,109.74	.27
Ardmore	101	44	0	52	54,172.73	52,908.23	1,264.50	10,727.58	.53
Arkoma	0	4	0	7	1,727.01	860.28	866.73	1,727.01	3.01
Asher	0	2	0	14	2,512.01	430.14	2,081.87	2,512.01	1.76
Atoka	0	16	0	50	10,362.07	3,441.12	6,920.95	10,362.07	3.14
Battiest	22	2	31	0	13,698.00	16,560.61	(2,862.61)	4,234.70	2.41
Bentley	4	0	0	6	2,490.54	1,720.60	769.94	769.94	3.17
Bohashe	0	5	0	3	1,256.00	1,075.35	180.65	1,256.00	1.06
Bowlegs	42	0	18	22	22,539.71	21,937.56	602.15	4,473.41	4.15
Broken Bow	0	8	22	22	8,164.06	6,452.01	1,711.96	8,164.06	2.04
Buffalo Valley	5	0	0	18	4,761.69	2,150.75	2,610.94	2,610.94	2.29
Butner	10	0	26	16	10,465.40	9,893.32	572.08	6,163.90	2.93
Byng	20	16	23	21	17,162.77	16,990.73	172.04	8,559.77	1.90
Calera	0	3	0	8	1,727.01	645.21	1,081.80	1,727.01	.129
Calvin	16	0	0	28	10,590.15	6,882.04	3,707.75	3,707.75	2.12
Canadian	0	3	0	17	3,140.02	645.21	2,494.81	3,140.02	4.16
Caney	0	0	0	10	1,569.55	0	1,569.55	1,569.95	1.79
Carney	0	0	0	15	2,355.02	0	2,355.02	2,355.02	3.16
Central High	1	5	0	26	5,254.16	1,505.50	3,748.66	4,824.01	3.03
Chandler	0	9	0	58	10,519.07	1,935.63	8,583.44	10,519.07	2.79
Clayton	0	4	0	10	2,198.02	860.28	1,337.74	2,198.02	1.21
Coalgate	0	1	0	13	2,198.02	215.07	1,982.95	2,198.02	.67
Colbert	0	13	0	1	2,198.02	2,795.91	(597.89)	2,198.02	1.46
Connerville	12	0	11	0	6,372.63	7,527.57	(1,154.94)	1,210.83	2.85
Cottonwood	0	0	0	8	1,256.00	0	1,256.00	1,256.00	2.98
Crowder	0	5	0	34	6,123.04	1,075.35	5,047.69	6,123.04	3.73
Davenport	0	6	0	20	4,082.03	1,290.42	2,791.61	4,082.03	1.68
Davis	0	3	0	11	2,198.02	645.21	1,552.81	2,198.02	.57
Davison	3	2	4	3	2,574.41	2,580.87	(6.46)	1,283.96	2.75
Don	0	3	0	15	2,826.02	645.21	2,180.81	2,826.02	7.46
Dustin	9	3	0	16	6,465.23	4,516.56	1,948.67	2,593.88	2.61
Empire	1	3	0	18	3,684,15	1,075.36	2,608.79	3,254.00	1.78
Fillmore	7	0	0	1	2,866.95	3,011.05	(144.10)	(144.10)	0
Fort Towson	0	0	0	28	4,396.03	0	4,396.03	4,396.03	3.47
Frink-Chambers	0	1	0	10	1,727.01	215.07	1,511.94	1,727.01	2.04

Haileyville	0	2	0	69	11, 147. 08	430. 14	10, 716. 94	11, 147. 08	8. 08
Hartshorne	203	0	0	147	101, 667. 57	87, 320. 45	14, 347. 12	14, 347. 12	5. 97
Hayworth	0	13	0	29	6, 594. 05	2, 795. 91	3, 798. 14	6, 594. 05	4. 62
Haywood	0	6	0	45	8, 077. 06	1, 290. 42	6, 716. 64	8, 007. 06	8. 06
Hodgen	0	0	0	38	5, 966. 04	0	5, 966. 04	5, 966. 04	7. 58
Holdenville	3	1	3	24	5, 557. 44	2, 150. 73	3, 406. 71	4, 266. 99	. 74
Hugo	0	4	0	25	4, 553. 03	860. 28	3, 692. 75	4, 553. 03	. 95
Idabel	24	4	0	34	15, 257. 28	11, 183. 88	4, 073. 40	4, 933. 68	. 91
Indianola	0	5	0	55	9, 420. 06	1, 075. 35	8, 344. 71	9, 420. 06	6. 35
Justice	48	0	0	0	18, 582. 48	20, 647. 20	(2, 064. 72)	(2, 064. 72)	0
Keota	0	1	30	10	6, 437. 05	6, 667. 17	(230. 12)	6, 437. 05	4. 29
Kingston	8	12	0	28	9, 377. 12	6, 022. 04	3, 355. 08	5, 935. 92	1. 97
Kinta	11	0	8	17	8, 183. 50	6, 452. 21	1, 731. 29	3, 451. 85	1. 32
Kiowa	0	0	0	134	21, 038. 14	0	21, 038. 14	21, 038. 14	27. 86
Konawa	62	3	0	36	30, 125. 41	27, 314. 51	2, 810. 90	3, 456. 11	. 53
Krebs	0	8	0	49	8, 949. 06	1, 720. 56	7, 228. 50	8, 949. 06	6. 32
Lane	1	1	3	6	1, 957. 14	1, 290. 43	666. 71	1, 526. 99	2. 37
LeFlore	0	1	0	33	5, 338. 03	215. 07	5, 122. 96	5, 338. 03	6. 46
Lukfata	18	0	0	0	6, 968. 43	7, 742. 70	(774. 27)	(774. 27)	0
Marlow	0	12	0	58	10, 990. 08	2, 580. 84	8, 409. 24	10, 990. 08	2. 59
McAlester	33	38	0	700	128, 642. 27	22, 367. 61	106, 274. 66	114, 447. 32	8. 91
McCurtain	0	0	0	6	942. 00	0	942. 00	942. 00	. 65
McLish	32	0	0	0	12, 388. 32	13, 764. 80	(1, 376. 48)	(1, 376. 48)	0
Meeker	8	4	7	173	31, 985. 28	5, 806. 97	26, 178. 31	28, 544. 08	15. 54
Milburn	5	0	6	2	3, 191. 67	3, 441. 17	(249. 50)	1, 040. 92	2. 06
New Lima	40	0	0	21	18, 782. 42	17, 206. 00	1, 576. 42	1, 576. 42	1. 20
New Model	9	0	0	2	3, 798. 21	3, 871. 35	(73. 14)	(73. 14)	0
Olney	3	0	0	12	3, 045. 42	1, 290. 45	1, 754. 97	1, 754. 97	1. 54
Paden	5	0	0	75	13, 710. 75	2, 150. 75	11, 560. 00	11, 560. 00	8. 40
Panola	0	0	0	11	1, 727. 01	0	1, 727. 01	1, 727. 01	1. 62
Pittsburg	0	0	0	68	10, 676. 07	0	10, 676. 07	10, 676. 07	14. 26
Pleasant Grove	49	4	0	27	23, 836. 64	21, 937. 63	1, 899. 01	2, 759. 29	3. 29
Pocola	0	6	0	9	2, 355. 02	1, 290. 42	1, 064. 60	2, 355. 02	2. 94
Poteau	0	12	0	11	3, 611. 03	2, 580. 84	1, 030. 19	3, 611. 03	. 68
Praque	0	3	0	123	19, 782. 14	645. 21	19, 136. 93	19, 782. 14	6. 38
Quinton	0	1	0	62	9, 891. 07	215. 07	9, 676. 00	9, 891. 07	7. 54
Sasakawa	74	0	14	6	31, 788. 01	34, 842. 08	(3, 054. 07)	(43. 09)	0
Savanna	16	7	0	109	24, 406. 28	8, 387. 89	16, 018. 39	17, 523. 88	22. 95
Seminole	6	21	0	94	20, 377. 93	7, 097. 37	13, 280. 56	17, 797. 03	2. 74
Silo	0	5	0	1	942. 00	1, 075. 35	(133. 35)	942. 00	. 46
Smithville	97	0	7	3	39, 122. 11	43, 230. 04	(4, 107. 93)	(2, 602. 44)	0
Sparks	0	5	0	5	1, 570. 01	1, 075. 35	494. 66	1, 570. 01	2. 34
Springdale	0	3	0	8	1, 727. 01	645. 21	1, 081. 80	1, 727. 01	3. 74
Stigler	0	13	0	33	7, 222. 05	2, 795. 91	4, 426. 14	7, 222. 05	1. 76
Stringtown	0	0	0	20	3, 140. 02	0	3, 140. 02	3, 140. 02	2. 60
Strother	47	9	0	35	25, 103. 38	22, 152. 68	2, 950. 70	4, 886. 33	3. 13
Stroud	33	4	11	11	16, 857. 49	17, 421. 00	(563. 51)	2, 662. 54	. 46
Stuart	0	1	0	77	12, 246. 09	215. 07	12, 031. 02	12, 246. 09	8. 14

See footnote at end of table.

CALCULATIONS OF IMPACT AID—CONGRESSIONAL DISTRICT NO. 3—Continued

School	Category A	Category B military	Category B[1] Indian	Category B, civilian	Entitlement under 1971-72 appropriation	Entitlement under continuing resolut on	Difference fiscal year appropriation bill and continuing resolution	Loss of all B's with category A funded at 100 Percent	Milage required to offset loss
Sulphur	5	10	0	36	9,157.73	4,301.45	4,856.38	7,006.98	.76
Talihina	46	0	0	72	29,112.29	19,786.90	9,325.39	9,325.39	8.71
Tannehill	0	0	0	18	2,826.02	0	2,826.02	2,826.02	5.03
Temple	1	1	2	23	4,469.17	1,075.36	3,393.81	4,039.02	1.12
Tishomingo	5	7	0	12	4,918.70	3,656.24	1,262.46	2,767.95	.80
Tushka	0.	1	0	14	2,355.02	215.07	2,139.95	2,355.02	3.54
Tuskahoma	0	4	2	11	2,669.02	1,290.42	1,378.60	2,669.02	4.90
Vamoosa	46	3	0	3	18,750.22	20,432.11	(1,681.89)	(1,036.68)	0
Varnum	13	0	8	18	9,114.79	7,312.51	1,802.28	3,522.84	4.99
Walters	16	15	9	82	22,836.28	12,044.08	10,792.20	15,953.88	3.72
Waurika	0	0	0	21	3,297.02	0	3,297.02	3,297.02	.63
Wellstron	0	0	0	58	9,106.06	0	9,106.06	9,106.06	4.35
Wetumka	2	1	29	16	7,996.32	7,312.40	683.92	7,136.02	2.35
Wewoka	0	9	0	76	13,345.09	1,935.63	11,409.46	13,345.09	2.96
White Rock	0	0	0	26	4,082.03	0	4,082.03	4,082.03	6.13
Whitesboro	0	10	0	19	4,553.03	2,150.70	2,402.33	4,553.03	6.52
Wilburton	4	4	0	62	11,910.61	2,580.88	9,329.73	10,190.01	2.21
Wister	7	0	0	16	5,221.97	3,011.05	2,210.92	2,210.92	2.99
Total	1,262	480	274	3,825	1,207,469.74	705,012.08	502,457.66	664,620.84	----------

[1] Items in parenthesis are gain per district, other items are losses.

CALCULATIONS OF IMPACT AID—CONGRESSIONAL DISTRICT NO. 4

School	Category A	Category, B military	Category B,[1] Indian	Category B, civilian	Entitlement under 1971–72 appropriation	Entitlement under continuing resolution	Difference fiscal year appropriation bill and continuing resolution	Loss of all B's with category A funded at 100 percent	Millage required to offset loss
Altus	1, 199	1, 264	0	461	735, 001. 75	787, 598. 33	(52, 596. 58)	219, 251. 90	1. 29
Amber-Pocasset	0	5	0	18	3, 611. 02	1, 075. 35	2, 535. 67	3, 611. 02	1. 17
Anadarko	165	35	27	194	104, 069. 55	84, 309. 09	19, 760. 46	33, 094. 80	5. 11
Apache	57	6	8	102	40, 278. 81	27, 529. 53	12, 749. 28	15, 760. 26	7. 15
Bethel	9	7	1	207	37, 239. 46	5, 591. 91	31, 647. 55	33, 368. 11	14. 06
Big Pasture	0	0	0	32	5, 024. 03	0	5, 024. 03	5, 024. 03	1. 99
Binger	45	3	0	34	23, 230. 12	20, 001. 96	3, 228. 16	3, 873. 37	2. 10
Bishop	0	86	0	14	15, 700. 11	18, 496. 02	(2, 795. 91)	15, 700. 11	20. 23
Blair	0	69	0	41	17, 270. 12	14, 839. 83	2, 430. 29	17, 270. 12	12. 14
Blanchard	0	6	0	118	19, 468. 14	1, 290. 42	18, 177. 72	19, 468. 14	7. 81
Boone	48	0	2	8	20, 152. 49	21, 077. 34	(924. 85)	(494. 71)	0
Broxton	65	0	0	6	26, 105. 78	27, 959. 75	(1, 853. 97)	(1, 853. 97)	0
Cache	73	32	34	108	55, 579. 04	45, 595. 57	9, 983. 47	24, 178. 09	11. 11
Carnegie	207	10	4	89	96, 308. 05	92, 052. 03	4, 256. 02	7, 267. 00	1. 78
Cement	0	3	0	16	2, 983. 03	645. 21	2, 337. 92	2, 983. 03	1. 62
Chattanooga	21	11	0	22	13, 310. 87	11, 398. 92	1, 911. 95	4, 277. 72	1. 52
Chickasha	0	65	0	91	23, 079. 16	12, 043. 92	11, 035. 24	23, 079. 16	1. 60
Choctaw	0	36	0	884	144, 441. 01	7, 742. 52	136, 698. 49	144, 441. 01	15. 07
Cyril	14	4	0	63	15, 938. 96	6, 882. 38	9, 056. 58	9, 916. 86	3. 66
Dale	12	1	3	118	23, 799. 75	6, 022. 08	17, 777. 67	18, 637. 95	13. 12
Dibble	0	3	0	39	6, 594. 05	645. 21	5, 948. 84	6, 594. 05	5. 39
Duke	0	15	0	2	2, 669. 02	3, 226. 05	(557. 03)	2, 669. 02	1. 03
Earlsboro	11	2	0	53	12, 893. 54	5, 161. 79	7, 731. 75	8, 161. 89	8. 91
Elgin	86	106	22	165	79, 294. 93	64, 521. 86	14, 773. 07	42, 302. 03	16. 99
Falls	6	0	0	21	5, 619. 83	2, 580. 90	3, 038. 93	3, 038. 93	3. 28
Faxon	4	1	2	4	2, 647. 54	2, 365. 81	281. 73	926. 94	1. 31
Fletcher	8	50	0	106	27, 589. 25	14, 194. 70	13, 394. 55	24, 148. 05	15. 69
Flower Mound	0	44	0	3	7, 379. 05	9, 463. 08	(2, 084. 03)	7, 379. 05	14. 50
Fort Cobb	66	7	22	36	35, 755. 98	34, 626. 93	1, 129. 05	7, 366. 08	3. 17
Geronimo	18	58	0	50	23, 924. 54	20, 216. 76	3, 707. 78	16, 181. 84	11. 88
Gould	0	14	0	1	2, 355. 01	3, 010. 98	(655. 97)	2, 355. 01	9. 09
Gracemont	53	1	3	21	24, 443. 17	23, 658. 23	784. 94	1, 645. 22	1. 32
Grandfield	1	18	0	48	10, 749. 20	4, 301. 41	6, 447. 79	10, 319. 05	2. 81
Grove	0	0	0	23	3, 611. 02	0	3, 611. 02	3, 611. 02	4. 75
Harrah	36	5	0	321	65, 119. 22	16, 560. 75	48, 558. 47	49, 633. 82	1. 76
Indiahoma	41	3	13	58	27, 490. 61	21, 077. 27	6, 413. 34	9, 854. 46	8. 35
Jones	29	4	4	65	22, 687. 99	14, 194. 91	8, 493. 08	10, 213. 64	3. 12

See footnote at end of table.

CALCULATIONS OF IMPACT AID—CONGRESSIONAL DISTRICT NO. 4—Continued

School	Category A	Category B, military	Category B,[1] Indian	Category B, civilian	Entitlement under 1971–72 appropriation	Entitlement under continuing resolution	Difference fiscal year appropriation bill and continuing resolution	Loss of all B's with category A funded at 100 percent	Millage required to offset loss
Lawton	2, 122	5, 895	0	2, 432	2, 128, 848. 62	2, 180, 615. 95	(51, 767. 33)	1, 216, 070. 32	19. 64
Lexington	0	6	0	60	10, 362. 07	1, 290. 42	9, 071. 65	10, 362. 07	4. 40
Little Axe	59	6	2	36	29, 749. 00	27, 099. 41	2, 649. 59	4, 370. 15	5. 92
Lookeba-Sickles	33	0	9	5	14, 973. 46	16, 130. 58	(1, 157. 12)	778. 51	. 37
Luther	0	4	0	34	5, 966. 04	860. 28	5, 105. 76	5, 966. 04	1. 82
Macomb	7	0	0	24	6, 477. 98	3, 011. 05	3, 466. 93	3, 466. 93	2. 16
Martha	0	20	0	5	3, 925. 03	4, 301. 40	(376. 37)	3, 925. 03	2. 62
Maud	2	0	0	23	4, 385. 30	860. 30	3, 525. 00	3, 525. 00	1. 35
McLoud	17	8	0	258	48, 343. 58	9, 033. 11	39, 310. 47	41, 031. 03	17. 51
Medicine Park	0	22	0	3	3, 925. 02	4, 731. 54	(806. 52)	3, 925. 02	20. 73
Midwest City	882	1, 259	0	4, 908	1, 309, 678. 85	650, 165. 43	659, 513. 42	930, 286. 55	14. 12
Minco	1	0	0	48	7, 923. 18	430. 15	7, 493. 03	7, 493. 03	2. 47
Moore	0	207	0	1, 386	250, 102. 75	44, 519. 49	205, 583. 26	250, 102. 75	7. 38
Navajo	0	34	0	24	9, 106. 06	7, 312. 38	1, 793. 68	9, 106. 06	5. 95
Newcastle	0	2	0	107	17, 113. 11	430. 14	16, 682. 97	17, 113. 11	7. 01
Noble	12	10	8	110	24, 741. 76	9, 033. 06	15, 708. 70	19, 579. 96	4. 09
Norman	0	276	0	1, 115	218, 388. 53	59, 359. 32	159, 029. 21	218, 388. 53	3. 97
North Rock Creek	5	1	26	13	8, 215. 71	7, 957. 64	258. 07	6, 064. 96	4. 42
Olustee	0	15	0	11	4, 082. 03	3, 226. 05	855. 98	4, 082. 03	2. 29
Oney	7	0	0	9	4, 122. 95	3, 011. 05	1, 111. 90	1, 111. 90	. 65
Pleasant Grove	0	0	0	27	4, 239. 03	0	4, 239. 03	4, 239. 03	10. 03
Pleasant Hill	0	4	0	73	12, 089. 08	860. 28	11, 228. 80	12, 089. 98	3. 20
Purcell	0	5	0	79	13, 188. 09	1, 075. 35	12, 112. 74	13, 188. 09	2. 49
Robin Hill	0	3	0	10	2, 041. 01	645. 21	1, 395. 80	2, 041. 01	3. 70
Rush Springs	0	4	0	10	2, 198. 01	860. 28	1, 337. 73	2, 198. 01	. 60
Shawnee	14	44	0	712	124, 112. 72	15, 485. 18	108, 627. 54	118, 090. 62	. 60
Schwartz	0	0	0	18	2, 826. 01	0	2, 826. 01	2, 826. 01	5. 27
South Rock Creek	0	0	0	36	5, 652. 04	0	5, 652. 04	5, 652. 04	4. 80
Southside	0	10	0	4	2, 198. 01	2, 150. 70	47. 31	2, 198. 01	1. 04
Sterling	6	19	5	73	17, 551. 91	7, 742. 58	9, 809. 33	14, 971. 01	9. 29
Stony Point	16	3	10	7	9, 334. 18	9, 677. 68	(343. 50)	2, 451. 78	3. 89
St. Louis	0	0	0	11	1, 727. 01	0	1, 727. 01	1, 727. 01	1. 78
Tecumseh	5	5	0	274	45, 738. 99	3, 226. 10	42, 512. 89	43, 588. 24	11. 99
Tuttle	6	5	0	106	19, 749. 93	3, 656. 25	16, 093. 68	17, 169. 03	5. 57
Verden	19	1	2	12	9, 710. 59	8, 818. 06	892. 53	1, 537. 74	. 59
Wanette	0	0	6	31	5, 809. 04	1, 290. 42	4, 518. 62	5, 809. 04	2. 43
Washington	0	0	0	35	5, 495. 04	0	5, 495. 04	5, 495. 04	1. 77
Washita	18	0	7	0	8, 067. 43	9, 248. 19	(1, 180. 76)	324. 73	. 02
Wayne	0	4	0	28	5, 024. 04	860. 28	4, 163. 76	5, 024. 04	1. 21
Total	5, 505	9, 837	220	15, 799	6, 190, 598. 39	4, 530, 934. 11	1, 659, 664. 28	3, 822, 622. 64	

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[1] Items in parenthesis are gain per district, other items are losses.

CALCULATIONS OF IMPACT AID—CONGRESSIONAL DISTRICT NO. 5

School	Category A	Category B military	Category B,[1] indian	Category B, civilian	Entitlement under 1971-72 appropriation	Entitlement under continuing resolution	Difference fiscal year appropriation bill and continuing resolution	Loss of all B's with category A funded at 100 percent	Millage required to offset loss
Crooked Oak	0	6	0	123	20, 253. 14	1, 290. 42	18, 962. 72	20, 253. 14	2. 72
Crutcho	0	36	0	22	9, 106. 06	7, 742. 52	1, 363. 54	9, 106. 06	2. 89
Edmond	0	41	0	320	56, 677. 39	8, 817. 87	47, 859. 52	56, 677. 39	1. 57
Millwood	0	14	0	180	30, 458. 21	3, 010. 98	27, 447. 23	30, 458. 21	3. 58
Oklahoma City	0	590	0	4, 428	787, 831. 51	126, 891. 30	660, 940. 21	787, 831. 51	1. 60
Total	0	687	0	5, 073	904, 326. 31	147, 753. 09	756, 753. 22	904, 326. 31	12. 36

CALCULATIONS OF IMPACT AID—CONGRESSIONAL DISTRICT NO. 6

School	Category A	Category B military	Category B,[1] Indian	Category B, civilian	Entitlement under 1971-72 appropriation	Entitlement under continuing resolution	Difference fiscal year appropriation bill and continuing resolution	Loss of all B's with category A funded at 100 percent[1]	Millage required to offset loss
Arapaho	3	0	0	21	4,458.42	1,290.45	3,167.97	3,167.97	1.36
Bethany	0	1	0	56	8,949.06	215.07	8,733.99	9,949.06	2.70
Burns Flat	169	0	0	152	89,289.98	72,695.35	16,594.63	16,594.63	12.50
Calumet	3	0	0	38	7,127.13	1,290.45	5,836.68	5,836.99	1.82
Canton	130	0	0	13	52,368.56	55,919.50	(3,350.94)	(3,550.94)	.81
Clinton	0	16	0	32	7,536.05	3,441.12	4,094.93	7,536.05	.65
Cordell	0	12	0	39	8,007.05	2,580.84	5,426.21	8,007.05	1.35
Covington-Douglas	0	5	0	11	2,512.02	1,075.35	1,436.67	2,512.02	.54
Crescent	0	0	0	18	2,826.02	0	2,826.02	2,826.02	.63
Custer City	16	0	0	14	8,392.17	6,882.40	1,509.77	1,509.77	.28
Darlington	2	0	0	12	2,658.28	860.30	1,797.98	1,797.98	1.08
Dill City	0	11	0	19	4,710.03	2,365.77	2,344.26	4,710.03	3.46
Drummond	0	0	0	23	3,611.03	0	3,611.03	3,611.03	.85
Elk City	0	17	0	27	6,908.04	3,656.19	3,251.85	6,908.04	.81
El Reno	66	14	0	363	84,740.32	31,400.88	53,339.44	56,350.42	5.31
Enid	225	272	0	585	221,655.31	155,282.79	66,372.52	124,871.56	2.27
Gage	0	2	0	10	1,884.01	430.14	1,453.87	1,884.01	.63
Garber	0	4	0	16	3,140.02	860.28	2,279.74	3,140.22	.48
Geary	7	0	0	58	11,816.00	3,011.05	8,804.95	8,805.95	2.17
Granite	0	13	0	3	2,512.01	2,795.91	(283.90)	2,512.01	.70
Greenfield	9	0	0	16	5,996.22	3,871.35	2,124.87	2,124.87	.98
Guthrie	0	9	0	178	29,359.20	1,935.63	27,423.57	29,359.20	2.01
Hammon	44	3	1	8	18,917.95	19,786.88	(868.93)	(8.65)	0
Hobart	21	20	3	30	16,450.90	13,979.76	2,471.14	7,417.75	1.06
Jet-Nash	0	0	0	27	4,239.02	0	4,239.02	4,239.02	.77

Kaw City	0	0	0	5	785.00	0	785.00	785.00	1.50
Keyes	2	0	0	42	7,368.32	860.30	6,508.02	6,508.02	1.01
Lokoma	0	0	0	25	3,925.02	0	3,925.02	3,925.02	2.06
Lone Wolf	0	5	0	17	3,454.02	1,075.35	2,378.67	3,454.02	1.00
Longdale	19	0	0	4	7,983.56	8,172.85	(189.29)	(189.29)	0
Mangum	0	7	0	30	5,809.04	1,505.49	4,303.55	5,809.04	.75
Marland	14	0	7	25	10,443.93	7,527.59	2,916.34	4,421.83	1.58
Mountain View	56	0	0	6	22,621.56	24,088.40	(1,466.84)	(1,466.84)	0
Morrison	5	0	9	8	4,694.68	4,086.38	518.30	2,453.93	.89
Mustang	0	24	0	249	42,861.30	5,161.68	37,699.62	42,861.30	1.75
Newkirk	28	5	0	26	15,706.81	13,119.55	2,587.26	3,662.61	.57
North Enid	0	16	0	44	9,420.06	3,441.12	5,978.94	9,420.06	1.25
Piedmont	0	0	0	20	3,140.02	0	3,140.02	3,140.02	.95
Pioneer-Pleasant Vale	0	7	0	38	7,065.00	1,505.49	5,559.51	7,065.00	1.04
Putnam City	0	99	0	1,672	278,048.95	21,291.93	256,757.02	278,048.95	1.18
Red Rock	40	0	0	9	16,898.40	17,206.00	(307.60)	(307.60)	0
Roosevelt	0	4	0	14	2,826.01	860.28	1,965.73	2,826.01	.79
Seiling	43	0	5	15	19,786.82	19,571.80	215.02	1,290.37	.21
Sentinel	0	2	0	28	4,710.03	430.14	4,279.89	4,710.03	.86
Snyder	0	30	0	50	12,560.09	6,452.10	6,107.99	12,560.09	3.60
Thomas	13	4	0	6	6,602.77	6,452.23	150.54	1,010.82	.19
Tonkawa	27	0	6	0	11,394.66	12,904.47	(1,509.81)	(219.39)	0
Union City	0	0	0	27	4,239.03	0	4,239.03	4,239.03	1.58
Washita Heights	14	0	0	3	5,890.89	6,022.10	(131.21)	(131.21)	0
Watonga	5	0	10	46	10,727.74	4,301.45	6,426.29	8,576.99	1.27
Waukomis	4	17	0	43	10,968.61	5,376.79	5,591.82	9,248.01	2.39
Weatherford	20	15	0	15	12,452.73	11,829.05	623.68	3,849.73	.42
Western Heights	0	33	0	471	79,128.55	7,097.31	72,031.24	79,128.55	3.18
Yukon	0	2	0	225	35,639.25	430.14	35,209.11	35,639.25	2.98
Total	985	669	41	4,932	1,267.127.96	576,397.45	690,730.51	843,431.41	

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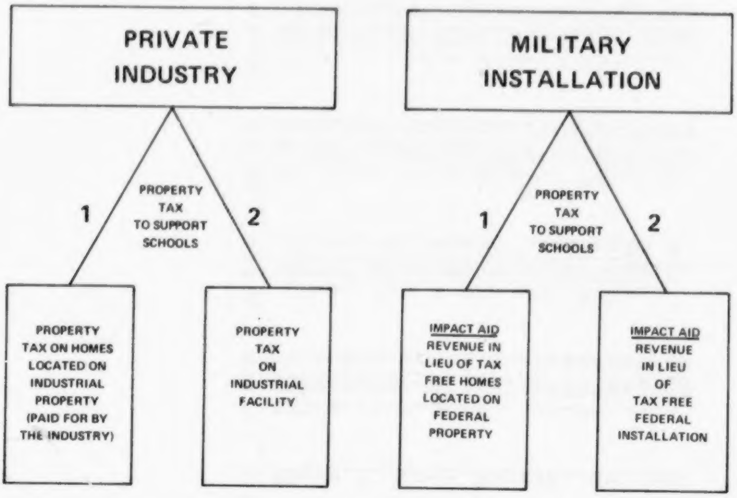
[1] Items in parenthesis are gain per district, other items are losses.

ATTACHMENT NO. 2

IMPACT AID – "A" CATEGORY

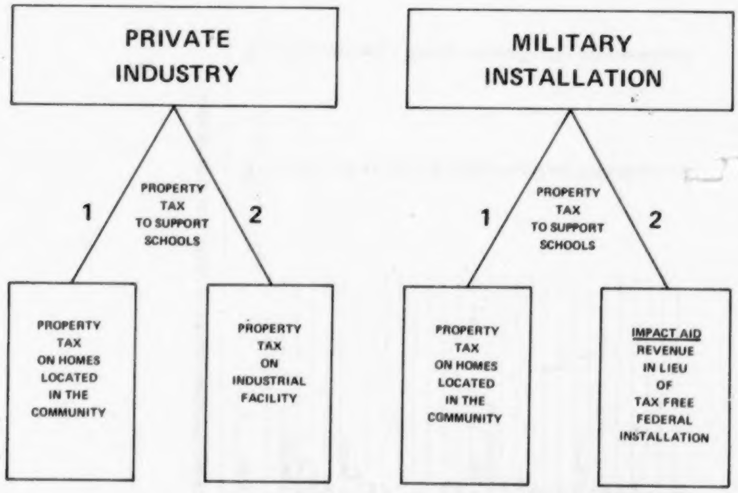
SONS AND DAUGHTERS OF MILITARY PERSONNEL WHO LIVE AND WORK ON FEDERAL PROPERTY


PRIVATE INDUSTRY
1
PROPERTY TAX TO SUPPORT SCHOOLS
2
PROPERTY TAX ON HOMES LOCATED ON INDUSTRIAL PROPERTY (PAID FOR BY THE INDUSTRY)
PROPERTY TAX ON INDUSTRIAL FACILITY
MILITARY INSTALLATION
1
PROPERTY TAX TO SUPPORT SCHOOLS
2
IMPACT AID REVENUE IN LIEU OF TAX FREE HOMES LOCATED ON FEDERAL PROPERTY
IMPACT AID REVENUE IN LIEU OF TAX FREE FEDERAL INSTALLATION

ATTACHMENT NO. 2

IMPACT AID – "B" CATEGORY

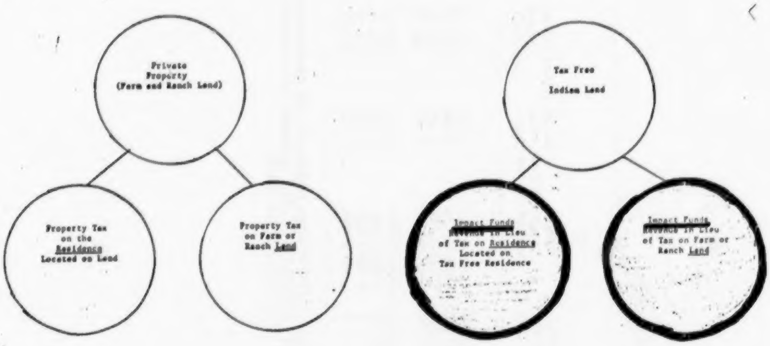
SONS AND DAUGHTERS OF MILITARY AND CIVILIAN PERSONNEL WHO LIVE OFF AND WORK ON FEDERAL PROPERTY


PRIVATE INDUSTRY
1
PROPERTY TAX TO SUPPORT SCHOOLS
2
PROPERTY TAX ON HOMES LOCATED IN THE COMMUNITY
PROPERTY TAX ON INDUSTRIAL FACILITY
MILITARY INSTALLATION
1
PROPERTY TAX TO SUPPORT SCHOOLS
2
PROPERTY TAX ON HOMES LOCATED IN THE COMMUNITY
IMPACT AID REVENUE IN LIEU OF TAX FREE FEDERAL INSTALLATION

ATTACHMENT NO. 2

IMPACT AID - "A" CATEGORY

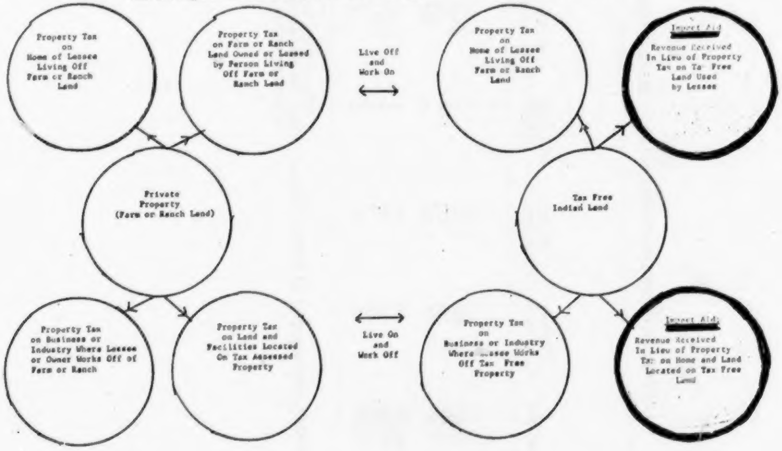
Sons and Daughters of Personnel Who Live ¿On and Work On Tax Free Indian Land


Private Property (Farm and Ranch Land)
Property Tax on the Residence Located on Land
Property Tax on Farm or Ranch Land
Tax Free Indian Land
Impact Funds Revenue in Lieu of Tax on Residence Located on Tax Free Residence
Impact Funds Revenue in Lieu of Tax on Farm or Ranch Land

ATTACHMENT NO. 2

IMPACT AID - "B" CATEGORY

Sons and Daughters of Parents Who Live Off and Work On or Live On and Work Off Federal Property


Property Tax on Home of Lessee Living Off Farm or Ranch Land
Property Tax on Farm or Ranch Land Owned or Leased by Person Living Off Farm or Ranch Land
Live Off and Work On
Property Tax on Home of Lessee Living Off Farm or Ranch Land
Impact Aid Revenue Received In Lieu of Property Tax on Tax Free Land Used by Lessee
Private Property (Farm or Ranch Land)
Tax Free Indian Land
Property Tax on Business or Industry Where Lessee or Owner Works Off of Farm or Ranch
Property Tax on Land and Facilities Located On Tax Assessed Property
Live On and Work Off
Property Tax on Business or Industry Where Lessee Works Off Tax Free Property
Impact Aid: Revenue Received In Lieu of Property Tax on Home and Land Located on Tax Free Land

COMPARISON OF SIMILAR SCHOOLS WITH AND WITHOUT FEDERAL INSTALLATION

School district	Total ADA	Military "A" students	Military "B" students	B[1] Indian students	Civilian "B" students	Entitlement, fiscal year 1972	Salary range teachers	School district value per child[1]	School district revenue per child[2]	School district revenue per child without impact aid
Schools with a Federal installation:										
Lawton–Fort Sill	19, 514	2, 122	5, 895	0	2, 432	2, 128, 849	7, 045–9, 040	3, 172	643. 12	542. 41
Midwest City–Tinker AFB	16, 833	882	1, 259	0	4, 908	1, 309, 679	6, 650–9, 875	3, 662	639. 39	563. 35
Enid–Vance AFB	8, 307	225	272	0	585	221, 665	6, 600–8, 975	6, 628	728. 93	701. 42
Altus-Altus AFB	5, 982	1, 199	1, 264	0	461	735, 002	6, 900–8, 600	2, 852	635. 26	513. 09
Schools without a Federal Installation:										
Tulsa	66, 505	0	207	0	2, 044	353, 409	6, 550–12, 249	10, 251	743. 57	737. 53
Putnam City	18, 820	0	99	0	1, 672	278, 049	6, 600–9, 000	7, 145	620. 36	603. 24
Bartlesville	7, 081	0	0	0	0	0	7, 316–9, 500	8, 767	690. 25	690. 25
Ponca City	6, 323	0	0	0	0	0	6, 500–9, 800	8, 676	624. 97	624. 97

[1] State average wealth per child (ADA), $6,921.

[2] State average revenue per ADA, with impact aid $793.91; without impact aid $769.36. National average revenue per ADA, $1,094.

Note: Midwest City School District offers extensive programs of both vocational and special education. The teachers in these programs receive extra salary increments. This accounts to a large extent for a larger maximum salary for teachers in this school district.

STATEMENT OF J. M. HANKS, SUPERINTENDENT OF SCHOOLS, YSLETA INDEPENDENT SCHOOL DISTRICT, EL PASO, TEX.

Mr. Chairman and Members of the Committee, I am J. M. Hanks, superintendent of Schools, Ysleta Independent School District, El Paso, Texas. This statement I would like to present for the record in behalf of my own school district and as chairman of the federally impacted area school districts of Texas.

As introduced by the Honorable Chairman of this Committee, HR 69, now being considered for passage, would provide extension of the Elementary and Secondary Education Act of 1965 and continuation of Public Laws 874 and 815 for five years. In addressing my comments to the ESEA part of HR 69, I would like to urge approval to this section of the bill. Also I would like to request HR 69 approval to extend PL 874 and 815 as they are written and to stress the need for full funding of this legislation. The following pertinent information concerns my home district first and then all impacted area school districts in the state.

It is our understanding that the guidelines now being followed by the Department of Health, Education, and Welfare in making payments of impacted area entitlements for 1972–73 are being considered by some legislators as the basis for new legislation to meet the federal government's obligation to impacted area school districts. If this is true, I would say that this type of legislation to replace PL 874 and 815 would mean disaster for school systems heavily impacted by federal students. For instance, according to estimates in the application for 1972–73, the Ysleta Independent School District would receive about 20% of its entitlement due from the federal government. Based on a current membership of 36,679 students, estimates show that 7275 of these, or approximately 20%, will fall in the Section 3(b) category.

Also estimates indicate that by the opening of next school year this district will enroll approximately 2200 Section 3(c) students moving from other school districts into new tax-exempt public housing units located in the Ysleta Independent School District. The federal government should make a payment in lieu of taxes for these students, who are classified as 3(c) under PL 874. Under the present law no Section 3(c) entitlements are paid until all entitlement for Sections 3(a) and 3(b) have been paid, except by a special appropriation, and no funds have been available for this section. It is my hope that Section 3(c) will be retained in the law and funded on the same basis as provided in the bill at present; that is, payments should first be made for 3(a) and 3(b), but the appropriation should be large enough to cover Section 3(c), since it is a part of the law.

The Ysleta Independent School District is one of the more heavily impacted districts in its area receiving aid under PL 874. Among the 4737 students in membership at the close of the school year 1951–52, a total of 728, or 15%, were federally connected. Currently the impact of federal students in this district, excluding Section 3(c), is 7275, or approximately 20% of the membership of 36,679, while the estimated entitlement for all sections under PL 874, excluding 3(c), is approximately 9% of the current budget. The impact of federal students has increased not only in number but percentagewise as well over a long period of time. This shows that the financial burden was not restricted to the initial impact but is a continuing burden to the district.

Based on data from the school year 1971–72, the estimated entitlement in Texas for 3(b) students is approximately $31,210,959. However, it is currently estimated that these entitlements are about $44,000,000. Under guidelines now in force by HEW, this payment would be reduced to $7,802,739 for 1972–73, a loss to impacted area schools of $23,408,220 due them by the federal government. This figure was arrived at by establishing only a 25% payment for 3(b) entitlements, since the present guidelines designate payment for only the 3(b) students whose parents are members of the uniformed services. It has been estimated that this category would include 25% of all 3(b) entitlements. At the same time, the present guidelines call for payment of 100% entitlements for 3(a) students.

I would like to remind the committee that before PL 874 was enacted, a study was made by a congressional committee to determine the obligation of the federal government to the local school district with reference to students now classified as 3(a), whose parents were stationed and/or worked on federal property and also lived on federal property, and to students now classified as 3(b), whose parents were stationed on or worked on federal property but did not live on federal property. It was determined that about 50% of all school taxes are paid on homes and 50% on other property. After this study a law was written which provided that a payment be made in lieu of taxes for 3(a) students and one-half this payment be made for 3(b) students. This formula has determined the base of payment and obligation of the federal government for more than 20 years. Thus it may be said that the same argument that justifies payment for Section 3(a) also justifies payment for Section 3(b). The law provides that in case insufficient funds are appropriated to pay full entitlements, then payments for all categories are to be reduced on the same percentage basis as designated in the law. This procedure is not being followed when payments for 3(a) are 100% and those for 3(b) only 20% or 25%.

In recent years two major studies have been made of the impacted area school program, the first by the Stanford Research Institute, which made a report in June, 1965. In brief, findings of this report stated that financial burdens are created for school districts of the nature covered by PL 874 and 815, that the burden may vary from school district to school district, but that it is possible to determine this burden as described in the acts. It was further stated that the financial burden created by federal projects is not restricted to the project's initial impact but is a continuing burden.

The second study, by Battelle Memorial Institute in December, 1969, contains some major conclusions. The first is that the federal government should continue to provide a program of school assistance in federally impacted areas. The second is that the basic features of the current program are sound and that basic mechanism is capable of providing a reasonable approximation of federal impact and is rather simple to administer.

If this committee extends PL 874 and 815 for a five year period, it will have shown it has attempted to meet an obligation. However, it should be pointed out that the extension of these laws will be of no value if Congress fails to fund them. I would like to call to the attention of this committee that impacted area schools in Texas face a grave crisis at the present time. Some are facing an early closing this year for all students, not just the ones federally connected, due to the fact that these districts have not been paid their entitlements in full as due them under the law and that the distribution of funds available has not followed the formula in the law. For more than 20 years this law has been pointed to with pride as a piece of legislation passed by Congress in 1950 to meet its obligation to school districts in the federally impacted areas.

The people of Texas are concerned about the treatment of the impacted area schools under PL 874 and 815. The Texas Congress of Parents and Teachers, not just the PTA's in impacted area school districts, showed its concern about the failure of Congress to meet its obligation to these heavily burdened school districts by passing Resolution 20 at the last state convention. I am attaching a copy of this resolution.

In behalf of the federally impacted area school districts of Texas, I urge this committee to approve HR 69 and all categories included at the present time in PL 874 and 815. Also let me stress the need that this legislation be funded at the rate required for each category and not for one category at the expense of another. Continuation of the impacted area school program across this nation is necessary to provide complete education for children whose parents move from one federal institution to another.

In conclusion, I wish to thank the committee for the privilege of filing a statement in behalf of the federally impacted area schools of Texas. I sincerely urge this committee to pass HR 69 at an early date and work for full funding of PL 874 and 815 to meet federal responsibility to thousands of school children over this nation.

RESOLUTION 20

SUBMITTED BY: 15TH DISTRICT BOARD OF MANAGERS; EL PASO CITY COUNCIL OF PTAS; AND EAST EL PASO CITY COUNCIL OF PTAS

Whereas, just prior to the enactment of Public Law 874 and Public Law 815, a study was made by a congressional committee to determine the obligation of the federal government to local school districts enrolling large numbers of the following groups of students; those whose parents were stationed or worked on and also lived on tax-exempt federal property; also those whose parents were stationed or worked on tax-exempt federal property but did not live on same; and

Whereas, this study revealed that approximately half of the school taxes collected over the nation were assessed on homes and the other half on commercial, industrial, and other property; and

Whereas, following this study Public Law 874 was passed in 1950 to provide that a payment in lieu of school taxes be made for students classified as 3(a), whose parents live in tax-exempt homes located on federal property and are stationed or work on tax-exempt federal installations, and that one half the payment for 3(a) be made for students classified as 3(b), whose parents are stationed or work on tax-exempt federal installations but do not live on federal property, and this formula for payment has been used to determine the obligation of the federal government to school districts heavily impacted with federally connected students for almost 20 years; and

Whereas, under Public Law 874 federal payments to school districts for both 3(a) and 3(b) students compensate for the loss of school taxes on homes and installations located on tax-exempt federal property, thus obligating the federal government to pay these entitlements according to the formula in the law; and

Whereas, an amendment to Section 3 provides for students designated as 3(c), who live in tax-exempt public housing, an entitlement from any excess funds remaining after payments have been made for 3(a) and 3(b) students; and

Whereas, thousands of students in some 250 school systems in Texas now entitled to receive payments under this law would be affected by loss of such federal payments in lieu of school taxes; and

Whereas, for almost 20 years school districts in areas heavily impacted with federally connected students have depended on this federal payment as a part of their regular budget; and

Whereas, now that Congress, by failing to appropriate sufficient funds to pay entitlements due school districts under Public Law 874, has not met the obligation of the federal government to thousands of school systems in this nation; and

Whereas, the need for this federal payment by school systems in Texas and over the nation has reached a critical point and without such payment these school districts located in federally impacted areas will not be able to provide the type of education all students deserve; and

Whereas, the congressional study heretofore mentioned also revealed that the federal government had an obligation to school districts to provide construction aid for the cost of minimum facilities for federally connected students whose parents lived in tax-exempt homes located on federal property and worked or were stationed on tax-exempt federal installations, and an obligation to provide one-half the cost of minimum facilities for federally connected students whose parents worked or were stationed on tax-exempt federal installations even though they did not live on federal property; and

Whereas, Public Law 815 was passed to provide such construction aid as heretofore mentioned; and

Whereas, Congress has not appropriated sufficient funds to pay full entitlement due many school districts under Public Law 815; and

Whereas, this loss of federal funds for school operation under Public Law 874 and for construction of minimum facilities under Public Law 815 would affect the quality of education received by all students in federally impacted school systems, not merely by those students classed as federally connected; therefore be it

Resolved, the Texas Congress of Parents and Teachers ask that the two United States senators from Texas and all members of the United States House of Representatives from this state request full funding of Public Law 874 and Public Law 815, that these laws be extended before their expiration date, and that copies of this resolution be forwarded to the two United States senators and all congressmen from Texas and to the National Congress of Parents and Teachers; and be it further

Resolved, all local PTA units and councils contact the congressman from their own congressional district and the two United States senators from Texas, urging their support of this resolution.

STATEMENT OF CLARENCE J. GITTINGS, ASSISTANT SUPERINTENDENT, EDUCATIONAL PROGRAMS

BALTIMORE CITY PUBLIC SCHOOLS

Mr. Chairman and Members of the House Education Committee:

Urban school systems receive their local funding from the property tax. More typically than not, the tax base of urban centers is either decreasing each year or as the case in some few centers, increasing at a very minute rate.

Because of the increasing cost of public education, based primarily on increased salaries and cost of materials and supplies, public school systems have had to ask for larger budgets each year. These budgets have been slashed consistently. Even token increases from one year to the next have had tremendous impact on the property tax of local subdivisions. With reduced federal funding and dwindling sources of local funds, school systems have been placed in jeopardy.

On this basis, it seems imperative that Public Law 874 be continued and funded to the fullest extent so that systems so entitled could receive aid for A, B, and C pupils. It is my understanding that the Administration proposes to make funds available for "A" students only (those living on federal properties).

Baltimore City has been entitled to Impact Aid for "B" pupils (pupils whose parents are employed by the Federal Government). For the 1972–73 school year, this could mean in excess of $600,000. In 1973–74, it could mean in excess of $1 million. To my knowledge, the Baltimore City Public Schools have never received Impact Aid funds for "C" pupils (pupils whose parents live in public housing projects).

It is abundantly clear that in cities with large federal installations (from which the local subdivision does not receive property tax) and large concentrations of federally employed adults, as well as concentrations of public housing projects (from which local subdivisions receive no property tax), a tremendous impact is placed upon the school system of that subdivision.

The students generated as a result of these concentrations must be provided for through local tax sources regardless of the wealth or lack of wealth of a school district. The local property tax must be increased to provide for these students in the absence of Public Law 874. If Public Law 874 ceases to exist, renters and the poorest of property owners will suffer most as a result of increased property tax. Since revenue for Public Law 874 is generated from the federal income tax, it would seem the much wiser route to follow to provide additional funding for the additional pupils heretofore considered under this law.

Let me, as a representative of the Baltimore City Public Schools, seek your favorable consideration of a continuance of Public Law 874 on the basis that this is a fair and equitable tax source for the support of pupils present in a school system as the result of Federal Government enterprises.

STATEMENT OF JOHN L. PALMER, COORDINATOR OF ADMINISTRATIVE RESEARCH AND PROJECTIONS, ARLINGTON PUBLIC SCHOOLS

Subject: Strengthening of P.L. 874 Impact Aid—"B" Pupils Employed Outside of School District—If to be eliminated, add a *New Section covering Payment in lieu of real property taxes*, with respect to certain real property owned by the Federal Government.

Few laws passed by our National Congress can hope to cover all variations in rationale for support of that legislation. However, if the suburban districts of the Washington Metro Area are to be sited as poor examples of recipient need, then specific facts which are singular to this area should and deserve to be properly weighted.

Arlington County for example is "Impacted" chiefly by the holding of the Federal Government of 3,170 acres or 19.2% of our total land. If any sizeable portion of this holding were available for local taxation it would yield many times the amount credited under P.L. 874.

Therefore, if "B" pupils for those employed outside of Arlington were to be eliminated, then an additional Section "D" of P.L. 874 should be *added* to the Law recognizing Federal Property holdings as a true "Impact" which has been and continues to be a hard fact for the years ahead.

BOARD OF EDUCATION OF ALLEGANY COUNTY,
Cumberland, Md., February 16, 1973.

Hon. CARL D. PERKINS,
Chairman of the Committee on Education and Labor,
Washington, D.C.

DEAR CONGRESSMAN PERKINS: The Board of Education of Allegany County, Maryland, requests your support on Tuesday, February 20, 1973, before the House Education Committee on H.R. 69 to extend and amend the Elementary and Secondary Education Act of 1965.

The administration's proposal for 1973 under P.L. 874, Federal Aid to Impacted Areas, represents a loss in federal funds of approximately $90,000.

The property tax in Allegancy County for FY 1973 is $2.80 per $100 of assessed value. Property is assessed at about 60% of the market value. The school district's portion of the overall rate is about 53% but we are dependent on general funds and cannot set our own tax rate.

Allegancy County cannot claim any "B" students under the new P.L. 874 guidelines and has no "A" students. Therefore, local taxes must increase by about 3¢ in order for the Board of Education to maintain the programs previously funded through Impacted Aid.

The Board of Education is also very concerned about the continuation of categorical programs which are included in H..R 69, and encourage you to support these programs at the House Education Committee hearings on February 20.

Your cooperation and support are appreciated.

Sincerely yours,

WAYNE W. HILL,
Superintendent of Schools.

CAVERNA INDEPENDENT SCHOOL DISTRICT,
Cave City-Horse Cave, Ky., February 15, 1973.

Hon. CARL D. PERKINS,
Rayburn House Office Building,
Washington, D.C.

DEAR CONGRESSMAN PERKINS: I would like to submit the following information pertaining to PL 874 and request that this be a part of "testimony" regarding the hearing on your bill H.R. 69 (Impacted Aid).

In our school district's enrollment of 1050 we have 68 students that make up our PL enrollment (excluding low rent housing). Under 100% entitlement we would receive this year $18,437 and under the continuing resolution $10,735.

We have used these PL 874 to employ two additional elementary teachers since most of our PL 874 pupils are in the elementary school. With these two additional teachers we have reduced the teacher-pupil ration to 24 instead of the 32 ration we had back prior to our participating in the 874 program.

This reduction in class size has made it possible to do more individualized instruction and give more time to each individual student which is so very important for elementary students.

Therefore if PL 874 funds are not available it will be necessary for us to cut back on our teaching staff and have larger numbers of pupils in our classes.

Therefore we urge the continuation of the PL 874 program as it has been funded last year and in the years prior to that.

Sincerely,

RALPH DORSEY, *Superintendent.*

OAK HARBOR SCHOOL DISTRICT 201,
Oak Harbor, Wash., February 16, 1973.

Hon. CARL D. PERKINS,
Chairman, U.S. House of Representatives, Committee on Education and Labor,
Washington, D.C.

DEAR CHAIRMAN PERKINS: Oak Harbor School District, Oak Harbor, Washington is a heavy impact aid school district. Seventy percent of some 5,200 students are impact students. The district is represented by some 50% uniformed service and better than 50% reside in base housing. I would like to pose some problems as I see it.

Oak Harbor School District has the lowest valuation per student than any school district in the State of Washington.

Oak Harbor School District is providing a strong educational program for impact students as well as the civilian community.

Impact aid for "A" and "B" students has been the district's salvation. It would be impossible to ask a tax levy in this district as the amount of funds raised would penalize the home owners far and above the average of tax levies in neighboring school districts with higher valuations.

Oak Harbor School District operates an educational program that is commensurate with premium programs around the nation at some $90.00 less per student than the Washington State average.

The Board of Education is proud of the educational opportunity afforded uniform service personnel as well as off-base personnel. The district is Navy oriented and makes adjustments in the budget for the deployment of and the arrival of new students. Oak Harbor School District costs are reflected in the amount of funds expended to meet the needs of the educational community through the provision of budget items that would not be provided in a non-impact school district.

Oak Harbor School District voted a $2,500,000 bond issue to construct a new senior high school. The district's maximum effort was $2,500,000 by law. The district is making provisions at this time to provide the best in secondary education for all students, impact and civilian. The new high school will entail an expenditure of $4,500,000 when completed. Ground has been broken and construction is under way. The new facility of some 135,000 square feet will house approximately 1,200 students. Funds voted were local tax funds. Additional funds came from the State of Washington.

Oak Harbor is proud of their Navy neighbors and the Board of Education, the community of Oak Harbor and the State of Washington can look with pride at the achievments and the accomplishments of students who attend Oak Harbor schools. We are proud to be able to work with our Navy neighbors. The mutual respect between Oak Harbor and the Navy is a legend.

Oak Harbor School District asks that impact funds not be cut. We ask that if cuts are to be made at the "B" level that it be made on a gradual ten year program or 10% per year. Oak Harbor School District could not accept a cut of hundreds of thousands of dollars and still operate a viable education program.

I would ask that your committee take a hard look at impact aid as it deliberates through the next few weeks. Impact aid in Oak Harbor is tax money. We have made every effort to provide facilities, staff and program but we cannot provide those funds so desperately needed to operate the program.

We do hope that you will take this testimony into consideration.

Sincerely,

ROBERT K. JOHNSEN, *Superintendent.*

SCHOOL DISTRICT NO. 2 OF CARBON COUNTY,
Saratoga, Wyo., February 16, 1973.

Hon. CARL D. PERKINS,
Chairman, Committee on Education and Labor, U.S. House of Representatives, Washington, D.C.

DEAR MR. PERKINS: It is my understanding that your committee is holding a hearing on February 20 on H.R. 69. As I will be unable to attend this hearing. I thought that I should give you some information in regard to the importance of this legislation in regard to Carbon County School District #2.

Carbon County School District #2 was reorganized by the State of Wyoming in January 1972. It includes the former districts at Encampment, Medicine Bow, Hanna, Saratoga and McFadden.

All of these former districts participated in P.L. 874 with the exception of McFadden. All of the schools in the district have enrollments of less than 500 in K–12. The total area of this district exceeds 4200 square miles. We have approximately 400 students qualified under P.L. 874. The total school population is approximately 1450. Our total budget for 1972–73 was $1,800,000. Of this, $100,000 was to come from P.L. 874. In other words, 5.5% of our budget is from P.L. 874, while 27.5% of our students qualify under P.L. 874. The increase in valuation of this district is for the most part negated by the equalization factor in the Foundation program. The loss of this money will force us to curtail some of our programs, as we are at the limit of the mill levy allowed by law and we have no other place to go to replace this money. Of our 400 students qualified under P.L. 874, 25 are 3(a) and the rest are $3b_2$. You can see what the President's proposal does to us.

It is our hope that you will do all you can to restore these funds for fiscal 1973 and in the future.

I wrote Senators Hansen and McGee and Representative Roncalio on this matter twice in January. They have assured me that they will try to help to restore these funds.

I am enclosing copies of my letter to Mr. Roncalio.

Sincerely,

JOHN C. TYNON,
Superintendent of Schools.

Enid Public Schools,
Enid, Okla., February 16, 1973.

Hon. **Carl D. Perkins,**
Chairman, U.S. House of Representatives, Committee on Education and Labor, Washington, D.C.

Dear Chairman Perkins: We have problems in our school system relative to school finance. This problem has been increased by the loss or anticipated loss of federal funds.

We have included into our planning, funds we normally receive from Impact Aid. These monies have permitted us to employ additional teachers and help pay the additional costs that have come to our school district because of a nearby military installation.

Last year our school district received payments from Impact Aid totaling $210,297.00. A loss of all or part of these funds for this year would mean we would have to reduce our teaching staff 25–30 teachers or cut down or cut out some programs in order for us to survive.

We want to urge immediate action to support the retention of Impact Aid.

Sincerely,

O. T. Autry, *Superintendent.*

Statement of Edward M. Powell, Ph.D., Superintendent of Schools, Dover, Del.

We do not have any particular housing shortage due to the military installations in our area. We do not qualify for P.L. 815 in the district. Our only involvement in Impact Area money is in the form of P.L. 874. However, I might note that housing in the Capital School District has appreciated at a fantastic rate over the last few years due to the fact that military personnel do buy homes rather quickly on an emergency basis. This only creates a problem for those who are seeking homes and is considered a blessing by those who own homes. At the present time we suffer no great distress due to lack of space as our enrollment has been decreasing due to the birth control reduction of students throughout the country.

The educational problems we are faced with is that a large share of our local revenue is derived from P.L. 874 due to Type B students. These are students whose parents are in the military who live in the community and whose students attend our schools. At one time we were getting $250,000 for these students and this in the last four years has dwindled down to roughly $100,000 and with President Nixon's budget in this area for 1973–74, it might be eliminated completely. This would necessitate us going to referendum for an operating tax increase which in all likelihood would be defeated due to the fact that we have just recently gone through a teacher strike in the district.

Local efforts that are being made to resolve the problem have been constant communication with our two United States Senators and our United States Representative and with the local legislators in the State of Delaware. We have gone through hearings in Washington concerning the matter and have contracted our Impact Area lobbyist in Georgia to see what they can do about the situation for impact money for 1973–1974. As I have stated, we have done nothing locally; it is the feeling, however, that a referendum would not pass at this time.

Our Congressmen are:

Pierre S. duPont, IV
1209 Longworth House Office Building
Washington, D.C. 20515
William V. Roth, Jr.
3123 New Senate Office Building
Washington, D.C. 20510
Joseph R. Biden, Jr.
United States Senate
Washington, D.C. 20510

We have had direct meetings with all of these gentlemen in the Capital School District and they are fully aware, we feel, of what the loss of this Impact Area money would do to the Capital School District and its seven thousand children. In past voting in this area, Senator Roth has voted no, Rep. duPont has voted yes and Senator Biden has just been sworn into office.

In summary, I would like to say that we are highly interested in continuing Impact Area money since a large degree of our local funding is based upon this source of revenue. We would support any effort to re-establish the appropriation level as it was in 1972, 1973 and 1974.

McLaughlin Independent School District Number 21,
McLaughlin S. Dak., February 26, 1973.

Mr. Carl Perkins,
Congress of the United States,
Chairman, Committee on Education and Labor,
Washington, D.C.

Dear Mr. Perkins: I thank you for your form letter of February 21, 1973. I wanted to let you know that I attended the session on Tuesday, February 20th, 1973 and was very pleased with much of the testimony. I only wished I had known the procedure for getting to testify and I would have given some information relative to many schools in S.D. The Superintendent from McIntosh, S.D. Mr. Sage and myself were at the meeting.

One of the things that some of the members of the committee fail to realize is that the situation in many states is somewhat different from our own. We have many Indians living in Public housing in our community and these people do not help to pay any property taxes and all three housing projects are outside the city limits and we cannot tax any of this federal property. We are fine with the 3A children, but we will be losing much revenue on account of the three B 1's and 2's.

I want to say I was very impressed with the manner in which you handled this hearing and it was a fine experience for me to be there, and want to thank you for your efforts.

Sincerely,

W. O. Rorvig, *Superintendent.*

Lauderdale County School System,
Meridian, Miss., February 22, 1973.

Hon. Carl D. Perkins,
Chairman, Committee on Education and Labor,
Washington, D.C.

Dear Mr. Perkins: This letter is to encourage you to continue P.L. 874, for "A" and "B" students.

We are very much concerned about the recent suggestions of the Administration to discontinue this program. Our concern is not without justification. Of the approximately 900 students we have under P.L. 874 more than 60% live off government property. To add to the problem, we were forced to add another bus for the transportation of these students at an initial cost of more than $14,000. Our system is simply too small and our local tax structure too inadequate to assume such a financial burden.

Please know that we will be most happy to assist you in any way in developing specific justification for the continuation of P.L. 874 "A" and "B".

Again, thank you so very much for your interest in this country's educational efforts.

Cordially yours,

Douglas Little, *Superintendent.*

Camden County Board of Education,
Camden, N.C., February 26, 1973.

Hon. Carl D. Perkins,
Member of Congress,
Washington, D.C.

Dear Congressman Perkins: I am writing to you concerning the continuation of P.L. 874 Impact Aid funds to public schools. I support some type of funding program which will equalize the resources of school system supporting children whose parents are engaged in Federal employment. Many of these families provide very little support for public schools in the county in which they reside. Consequently, a greater burden is realized at the local level.

I favor Impact Aid funding or any other general aid program which provides funds so vital to the very existence of public education in some counties. We *do not want* more categorical aid programs. P.L. 874 funds supplement our current expense budget and provide resources for programs we need and want—programs which we at the local level have determined are most effective.

Camden County receives approximately $25,000 in P.L. 874 funds annually. We enroll 1475 students and receive approximately $100,000 in local current expense advalorem taxes. So you see that P.L. 874 funds are necessary and vital to our operation.

Thank you for your consideration.

Sincerely,

PHILIP L. BEAMAN, *Superintendent.*

PACIFIC GROVE UNIFIED SCHOOL DISTRICT,
Pacific Grove, Calif., February 23, 1973.

Hon. CARL D. PERKINS,
Chairman, Committee on Education and Labor, U.S. House of Representatives, Washington, D.C.

DEAR MR. PERKINS: The Pacific Grove Unified School District has a reputation for a good instructional program with emphasis on the needs of individual students. Community support for the school district is evidenced by the fact that the last two tax override elections have been approved by a large majority of voters, even though the district tax rate is one of the highest in the county. A substantial portion of the district's income has been from ESEA and PL 874 funds.

The district's budget for 1972–73 is in excess of $4,000,000 with reserves of only $186,000 (a reserve considered to be dangerously low by the Certified Public Accountant performing the state required annual audit). The recently announced 9% cutback in current year ESEA funding programs and the holding back of authorized PL 874 funds by the Nixon administration has caused the already low reserves to be decreased. As of June 1973 the reserves will total approximately $89,000.

Teachers' salaries in the district are well below the median of districts of similar size and wealth per pupil. The complete elimination of 3 B pupils and the PL 874 funding program will be disastrous. The elimination or cutback of ESEA programs will deprive the most needy pupils in our district.

Recently the state of California adopted a bill which was widely acclaimed to be the answer to a long standing problem of financing California schools. In this district the cutback in PL 874 funds will be greater than the new money provided by this state legislation. California school districts not affected by federal impact will have increased incomes in 1973–74 due to the state legislation. This district and others, depending for so long on PL 874, will suffer an income reduction. The nonimpacted districts will be able to grant cost of living raises to employees. This district and others depending on PL 874 will grant no cost of living raises or grant below the cost of living raises or cut programs or some combination thereof.

Congress must somehow reverse the President's decision to impound funds voted by Congress. Citizens have the right to programs which depend upon funds authorized by their elected representatives. Congress must restore ESEA and PL 874 funding. Arguments against PL 874 should be dispelled by the Battelle Report.

Your continued courageous support for good educational programs is urgently requested.

Very truly yours,

TROY E. BRAMLETT, *Superintendent.*

BLOOMINGTON PUBLIC SCHOOLS,
INDEPENDENT SCHOOL DISTRICT NO. 271,
Bloomington, Minn., February 22, 1973.

Congressman CARL PERKINS,
House of Representatives,
Congress of United States, Washington, D.C.

DEAR CONGRESSMAN PERKINS: During the past few years you have frequently surveyed school administration throughout the country concerning various federal programs in education. I would at this time like to bring my personal concern for your support of H.R. 69. The public schools need sustained financial support until such time as a new comprehensive legislative program for general support to education can be enacted. Simply cutting off all existing federal categorical aids solves nothing and certainly not the problem of budget. The damage done to projected programs through June 30 of 1974 would be disastrous. There is a national responsibility that once federal aid programs in education have started they should not be suddenly cut without at least one year's advanced notice to allow local systems to readjust those programs. H.R. 69 would grant continuance until a new federal revenue sharing basis for education can be thoroughly developed in time for the 1974–75 school and fiscal years.

Bloomington public schools received $122,000 of Impact P.L. 874 aid in 1972 for 860 students whose parents work on federal property. Our district spent $900,000 educating those youngsters. Businesses support public education through taxation. Federal government property does not pay its share of support in this respect.

Your prestige and sense of responsibility to serving all of America's children through good schools and programs are the marks of statemanship. Hopefully Minnesota's Congressional Representatives join you in your support.

Sincerely,

ROBERT F. VINATIERI, *Director of Special Programs.*

BETHEL PARK SCHOOL DISTRICT,
Bethel Park, Pa., February 22, 1973.

Hon. CARL D. PERKINS,
Chairman, Committee on Education and Labor,
Washington, D.C.

HONORABLE CONGRESSMAN PERKINS: On February 20, 1973, one of my assistants, Mr. Thomas E. Gray, who is in charge of the Impacted Aid Program in our school district, and I sat in on the hearing you conducted on House Bill 69.

We were very favorable impressed with the way you and your committee conducted the hearing and commend you highly for your efforts on behalf of education for our young people.

Bethel Park is a bedroom community suburb of the city of Pittsburgh and is considered as a favorable place to live. It is within easy commuting distances from a number of Federal installations and therefore have many government employees residing in the community.

The Bethel Park School District has been receiving aid for "B" category children for five years. This aid, while amounting to less than 1% of our annual budgets, has kept our real estate tax lower by approximately one mill each year. The attached sheets of information project accurately the statistics of Impacted Aid to this district and show that even with category "B" aid, the costs for educating these students is much higher than the aid received.

I urge your continued efforts on behalf of education and especially for Federal aid where it provides benefits directly to children. We support you and are always ready and willing to assist in any way possible.

Very truly yours,

EUGENE S. SPENCE, *Superintendent.*

Enclosures.

EVIDENCE OFFERED IN SUPPORT OF FEDERAL AID TO IMPACTED SCHOOL AS PROVIDED UNDER PUBLIC LAW #874

In the Statistical Addendum attached, pertinent data has been extracted from the financial statements of the School District. The five-year history (1968–69 through 1972–73) is included. From these statistics, the following conclusions are obvious:

1. The number of pupils from Federal-Employed Families increased from 4.9% of total enrollment to 5.3% of total enrollment.
2. Local effort in terms of real estate revenue derived from the homes of Federal-Employed pupils increased 173% (from $56,448 to $97,637).
3. The cost of educating these pupils (computed by extending the number of pupils times total expenditure per pupil) has increased 165% (from $334,340 to $552,449). Note how this compares with revenue received under number two above.

4. The amount of Federal Aid has increased by 156% (from $55,080 to $86,000). Federal Aid has not kept pace with local effort. Federal Aid has not kept pace with rising costs of educating these pupils.

5. The 478 pupils of this classification for 1972–73 school year, if housed on the basis of 30 pupils per room, represent 16 rooms of housing plus capital equipment. This is equivalent to one additional school building which costs the district from $250,000 to $300,000 each year in Building Authority Rental. Staffing would require 20, or more, persons at a cost of approximately $175,000 a year for a total of $475,000.

6. These 478 pupils, of which some 72% (325) are transported, represent six bus trips requiring the services of 2 buses at a cost of $8,400

We have attempted to present the basic cost element which illustrates (rather than totalize) costs of educating pupils from Federally-Employed Families. We believe these demonstrate conclusively that this classificaton of pupils does represent a substantial financial burden upon the local district. We believe that these costs, in an expanding school district such as Bethel Park, are a much heavier burden than in a static school district.

STATISTICAL ADDENDUM—PUPILS OF FEDERAL-EMPLOYED FAMILIES (EXPENDITURES)

	Enrollment		Total		Cost of impacted students	
	Total	Impacted	Per pupil	Impacted	With impacted aid	Without impacted aid
Years:						
1968-69	7,928	388	$861.70	$334,340	$334,340	$389,420
1969-70	8,160	487	915.62	445,907	445,907	512,595
1970-71	8,498	506	1,051.69	532,155	532,155	600,906
1971-72	8,744	464	1,038.98	482,087	482,087	551,403
1972-73	9,062	478	1,155.75	552,449	552,499	638,443

SISTERS PUBLIC SCHOOLS, DISTRICT NO. 6,
Sisters, Oreg., February 21, 1973.

Hon. CARL D. PERKINS,
Chairman, Committee on Education and Labor,
Washington, D.C.

DEAR CHAIRMAN PERKINS: As you may be aware, the Oregon State Legislature is presently considering a tax bill which will relieve the local property owners of the major share of educational expenses in our state. As a result, some small school districts will suffer from this bill because of its per pupil expenditure limitation. As an example, our school district now spends around $1,230.00 per pupil for education. Under the new tax bill, this expenditure will be limited in future years to $1,200.00 per pupil. With all sources of revenue to the school district remaining equal, this school district could continue to operate. However, in the absence of Public Law 874 funds for our children who reside on Federal lands, our per pupil costs would increase to such an extent that we would have to consider consolidation (the nearest adjacent school district is more than 20 miles distant).

In short, this district, for one, is very much dependent on Public Law 874 revenue. Should any cutbacks in this law become a reality, we would have to consider several drastic alternatives. I urge your committee to carefully examine all implications of a cutback in Public Law 874 before taking action.

Sincerely,

HOMER KEARNS, Ph. D.,
Superintendent.

COLUMBUS PUBLIC SCHOOLS,
Columbus, Ohio, February 21, 1973.

Hon. CARL D. PERKINS,
House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN PERKINS: The Columbus Public Schools face serious financial difficulties. The problems of operating urban schools in America are well known to you. The Columbus schools face continually rising costs to maintain present programs. And what we do now is insufficient to meet grave needs.

We urge you to lend every effort to continue aid under Public Law 874. There is a strong rationale for these funds and the needs are urgent.

Sincerely,

JOHN ELLIS,
Superintendent of Schools.

ORLEANS COMMUNITY SCHOOLS,
Orleans, Ind., February 21, 1973.

Hon. CARL D. PERKINS,
House of Representatives,
Washington, D.C.

DEAR MR. PERKINS: I would appreciate your consideration of the following information regarding our school district as you act upon H.R. 69.

This school year, 1972-'73, we anticipate an income of $9,240 from Public Law 874, B2 students, and $16,065 from Title I ESEA. If these funds are discontinued, it would approximate 25¢ tax wise in our budget. Since the Indiana General Assembly's proposed tax package, if passed, will freeze our present tax levy, you can see what this would mean to our school district.

In spite of this, I would favor Nixon's proposal if revenue sharing funds are sent directly to the individual school districts in the amount which would compensate for this lost revenue, and not channeled through State Departments with a first chance to use what they desire.

Your consideration is appreciated.

Sincerely,

JOHN M. LANTIS,
Superintendent.

NORTH CHICAGO COMMUNITY HIGH SCHOOL,
BOARD OF EDUCATION, DISTRICT NO. 123,
North Chicago, Ill., February 16, 1973.

Hon. CARL D. PERKINS,
Chairman, House Education and Labor Committee, House of Representatives,
Washington, D.C.

DEAR REPRESENTATIVE PERKINS: This communication is written in support of full appropriations for impacted aid now under consideration in Congress as a result of presidential vetoes prior to the election.

The North Chicago High School budget for the current school year, including income through Federal reimbursement for 288 3B civilian students, amounts to $112,150.00. Even with this figure, the projected budget deficit on June 30, 1973 will be $92,766.00.

The financial future of the districts is already discouraging and the elimination of the 3B2 category as a Federal government responsibility will be disastrous. The local taxes because of the fairly low assessed valuation of the school district and the per pupil state aid are not sufficient to carry additional costs resulting from Federal impact.

At the present rate of income from all sources, and spending, at our current rate ($150,000.00 reduction this past year), this district can probably operate through the 1974-75 school year but will then be dangerously close to the legal limit of its borrowing ability. It would then be a matter of just how long the new taxes would enable the school to run into the 1975-76 school year before the doors would be closed.

This day of reckoning could be delayed if this Board of Education decided to close its doors to all students other than those coming from the local community. The assessed valuation behind each student would be raised considerably as a result and this, together with reduced demands for new space and facilities, the district could support its program without the uncertainty that comes each year when it is required to wait to see what "amount" will be allowed us by Congress after they get through appropriating money for military and foreign aid.

The current enrollment of the school is 1,392 students which includes:

3A pupils	418
3B1 (3B military) pupils	25
3B2 (3B civilian) pupils	288
Total Federal impact aid pupils	731

This district's 3B entitlement based upon 50 percent of the per capita cost entitlement of 3A students would be $206,522.19. Since we never receive full entitlement for these students, and in some years not even for 3A's, this works a hardship.

The Great Lakes Naval Station and the Veteran's Administration Hospital represent $200,000,000.00 of assessed valuation. This is approximately three times the assessed valuation of the rest of the school district. An industry located in our community, even though it attracts workers, also goes on our tax roles and helps support the local government and schools through taxes.

Studies of impact aid authorized by Congress in the past have concluded that impact aid can be justified and it is probably the best method yet conceived for distribution of Federal dollars for education. The fact that members of Congress have an opportunity to view Public Law 874 and Public Law 815 in the Washington, D.C. area results in an unfair evaluation of the program. We think we can make a strong case for our position and are asking your support of 3B civilian students who attend our school.

Again, I quote the President, "American opportunity begins in the classrooms of this nation. When we talk about cutting the expenses of government, either Federal, State, or local,, the one area we can't shortchange is education. Education is the area in which we must keep doing everything that is necessary to help achieve the American Dream."

There are 1,392 students in this integrated school who have already felt the reduction in the school program so necessary for success today. It is important, as many of these youngsters are most in need of a good education. The enrollment of minority students has grown from 17 percent to 47 percent over a period of seventeen years. Previous figures show the high percentage of P.L. 874 students. Their mobility resulting in change of orders within the military quite often works a hardship requiring a higher per capita cost just to keep them up with other students.

We have experienced three defeats at the polls in the past six months in our efforts to raise taxes to support a quality program. Local people point to the fact that they are subsidizing the federal government by providing needed facilities and support of the program.

At the time the original building was constructed, P.L. 815 money was made available to this district in the amount of about ten percent of the costs. This figure was established based upon the percentage of impact students enrolled. A review of the records shows that, from 1954 to the present, this percentage has grown from 22 percent to 52 percent. It is not difficult to see, then, that this community has subsidized the federal government in educating and providing the space for the education of 3A and 3B students.

To broaden our presentation somewhat, but briefly, Congressional District 13 will lose $979,991.78 in 3B students revenue while Congressional District 12 will lose $180,854.42. This will have a detrimental effect upon education in this area.

We would, again, ask for your help. Please feel free to call me for further information if necessary.

Sincerely,

LESTER J. HARMAN, *Superintendent.*

GWINN AREA COMMUNITY SCHOOLS,
Gwinn, Mich., February 20, 1973.

Hon. CARL D. PERKINS,
Chairman, Committee on Education and Labor,
Washington, D.C.

DEAR MR. PERKINS: I regret that time did not permit the opportunity to present our case personally to your committee. However, we appreciate this opportunity to again make known the situation affecting our school community.

The Gwinn Area Community School system is located in Marquette County in the Upper Peninsula of the State of Michigan. The official enrollment for the 1972–73 school year is 3,676 full time students in the regular day school program, plus an equated full time membership of 90 adults and part time students who for the most part attend late afternoon and evening classes. The district also operates a PREP program on K. I. Sawyer Air Force Base enrolling an average of 50 students per term.

The K. I. Sawyer Air Force Base is included within the boundaries of the district and is the major source of pupils in the system.

The district contains 288 square miles, the majority consisting of state, federal and cut over forest lands. The total valuation of the district is $14,269,286 which is less than $9,900 of taxable property behind each student. Facilities in the district consist of two elementary schools located on K. I, Sawyer Air Force Base, an elementary school in Skandia and another in the village of Gwinn. Also located in Gwinn is the Middle School and the Gwinn High School. The total rated pupil capacity of all buildings is 3,298 which leaves almost 400 pupils in the unhoused category.

In order to relieve this situation, the district is temporarily using eight relocatables at the elementary schools and is on a staggered schedule at the Middle School. Extreme crowding at the High School has limited curriculum offerings, especially in the preparation of job entry skills.

Our enrollment at the time of September 29, 1972 Federal Survey was as follows:

A uniform	2296
A civilian	19
Total	2315
Percent of total enrollment	63
B uniform	90
B civilian	215
Total	305
Percent of total enrollment	8
Total impact	2, 620
Percent of total enrollment	71
Local students	982
Tuition	74
Total nonmilitary	1, 056
Total enrollment	3, 676
Percent of total enrollment	29

Our operating budget for the current year is approximately $4,000,000. Of this amount 25% is anticipated from Federal sources, 70% from state aid and 5% from local sources. To maintain this budget without the Federal government's share would require an additional tax levy of 70 mills.

While the pupils living on K. I. Sawyer Air Force Base provide the greatest impact to the district it should also be noted that even if this group were not a part of the school district we would still have a tax base of less than $10,500 per pupil. This is considerably less than the average of over $17,000 per pupil for the state. This is in part due to the fact that most of the civilian and uniform B families live in trailers or other low cost housing and add very little to the local tax base. Other than the school system and the Air Base, the district has no major industry or source of employment.

The school district operates a fleet of 19 school buses, 17 of which are assigned regular runs and two are held in reserve for spares and special runs. Of this number ten buses are required to transport the Junior and Senior High School students from K. I. Sawyer Air Force Base. The overcrowded conditions in both the Junior and Senior High Schools have necessitated a staggered schedule which also requires additional busing for shuttle runs, etc.

A recent State Supreme Court ruling in Michigan concerning its present system of funding education could have a side effect of very adversely affecting the three heavily impacted school systems within the state. Because of this it is essential that impact funds come directly to the affected district and without a related reducation in state aid. We do not object to the principle of revenue sharing but in the case of federal impact we have a situation of direct relationship between the Federal government and the local school district. There is no need or justification for the intervention of a third party.

In summary, the Gwinn Area Community Schools operate a school system which is highly impacted. 70% of the students have military affiliation and an average of 25% of our revenues come from Federal sources. It is obvious that the operation of this district is very dependent upon the continued direct Federal aid to the school district. Any attempt to decrease or divert these funds would lead to drastic curtailment of our educational program.

Therefore, we respectfully solicit your support for the improved funding of P.L. 874 and 815 monies which are essential to the operation of highly impacted school districts. The Gwinn Board of Education takes seriously its obligation to the community, state and Federal government to maintain a program of quality education for the pupils enrolled in its schools. Your support in this endeavor is appreciated.

Respectfully submitted.

PHILIP THORSON, *Superintendent.*

BOARD OF EDUCATION,
Marlinton, W. Va., February 19, 1973.

Hon. CARL D. PERKINS,
Chairman, Committee on Education and Labor.
Rayburn House Office Building, Washington, D.C.

DEAR SIR: This letter is written in support of H.R. 69 which will extend impact aid (P.L. 874) for five years.

The administration proposal to end funding for B pupils will cause a loss of approximately $46,659 to Pocahontas County Schools this year. Our survey of October 20, 1972 shows only 27.2 A pupils residing on federal property while we have 242.4 B pupils working on federal property.

The 287,964 acres owned by the Monongahela National Forest and the National Radio Astronomy Observatory in Pocahontas County is larger than the taxable acreage (286,521) which is being assessed at the maximum permitted by state law. Surely, impact aid for B pupils is justified in areas wherein the employer (federal government) owns such large areas of the school district but cannot be taxed to help support the schools of the children of its employees.

The loss of impact aid to sparsely populated rural school districts such as ours will be a serious blow to our budget.

Sincerely,

CHARLES MOORE, *Superintendent,*
Pocahontas County Schools.

ROME PUBLIC SCHOOLS,
Rome, N.Y., February 16, 1973.

Hon. CARL D. PERKINS,
Chairman, Committee on Education and Labor,
Washington, D.C.

DEAR CONGRESSMAN PERKINS: The new budget reported by the President of the United States, if enacted, will cause severe economic problems for the Rome City School System.

PL 874, when it was first enacted, had as its basis, payment in lieu of taxes for the education of children of government employed parents. The need today is as great, if not greater than when the bill was originally introduced.

If total funding were to take place this year, Rome would have an entitlement of $1,900,000. But due to the president's veto and the paying only for 3A pupils and uniformed "B's", we will be receiving approximately $1,200,000. As you know, we must begin preparing our budget for a school year approximately six months in advance. I'm sure you realize what economic problems are caused when seven months of a school year have passed and you are still concerned about outstanding budgeted receipt items.

Rome, according to the U.S. Department of Labor report, is situated in the highest unemployment area for New York State.

Loss of these funds could mean an increase of six dollars on true value or eight dollars on assessed valuation. We have no means available to raise these funds other than direct assessment to our local taxpayer.

I strongly urge the continuation of PL 874 and PL 815, and that efforts be taken to fund these programs at 100% of the authorized level.

May I request that this letter be shared with your committee and that it become a part of their records.

Sincerely,

JAMES R. BACHER,
Assistant for Research.

Crocker District R-2 Schools,
Crocker, Mo., February 24, 1973.

Hon. Carl D. Perkins,
Chairman, Committee on Education and Labor,
U.S. House of Representatives, Washington, D.C.

Dear Sir: This is regarding the importance of impact aid, P.L. 874, on our school budget.

For the past three years we have averaged about $32,000 a year of impact money and with a teaching staff of thirty nine this would average about $820 per teacher.

Our salaries in this area are much below the national average and the state average, which includes impact money, and without it our educational system is really going to suffer. I sincerely hope that you can obtain the necessary support to continue this program.

Sincerely,

Farris D. Fortner,
Superintendent.

Randolph County Schools,
Elkins, W. Va., February 27, 1973.

Hon. Carl D. Perkins,
Chairman, Committee on Education and Labor,
Washington, D.C.

Dear Mr. Perkins: We strongly support H.R. 69 which will extend impact aid to qualifying school systems another five years.

The Administration's proposal to end B pupil participation would cost us this year approximately $27,000.

Our tax rate for schools is being assessed at a maximum permitted by law.

Furthermore, as a result of an amendment adopted by the voters in November, the county school system will lose more than $30,000 revenue next year because personal property has been removed from the assessment base.

Respectfully,

J. J. Meadows, *Superintendent.*

North Kingstown School Department,
North Kingston, R.I., February 22, 1973.

Hon. Carl D. Perkins,
Chairman, Committee on Education and Labor, the House of Representatives, Washington, D.C.

Dear Mr. Perkins: We wish to again thank you for your deep concern for the education of our young citizens and the help you have extended in supporting legislation which has made such an immeasurable contribution to the education of this country. It is apparent the Executive Branch of our nation wants to either negate many of the recent advances made, or contrary to pre-election promises, transfer the Federal contributions to education to the local property taxpayer. It would appear that if present plans persist, both conditions may prevail.

While concerned with all the educational programs, we are particularly concerned about the impact aid programs. The Federal budgetary proposal to the Congress in eliminating all payments for the "B" category pupils is one that neither the State of Rhode Island nor the Town of North Kingstown can afford, as it results in drastic reductions in Public Law 874 allocations.

The population in North Kingstown for 1972–73 is currently 7,393 pupils (see IX, page 3, Exhibit A). 1,981 or 26.8% are "A" pupils living on Federal property; 1,058 or 14.3% are uniformed services living on private property. Actually, 49.0% of North Kingstown's pupils are impact pupils.

We in North Kingstown would concede that the elimination of the civilian employees on Federal properties but living on private property (civilian B's) is not unjustified. They basically are not unlike the employees of any other industry, private or public, and contribute their full share of property taxes. Civilian employees also are inclined to live on their property for an extended period of time.

Members of the uniformed services, however, who live on private property, and who are assigned to the Air Station or Davisville do not live on their property (rented or owned) for a very long period. Furthermore, the property is continually being occupied by an impact family with children. Consequently, the property never produces sufficient tax revenues to pay for the educational and other municipal services.

For example, a house with an assessed valuation of $20,000 taxed at $30.00 per thousand would produce $600 in tax revenues, with 60% for schools ($360.00) and 40% ($240.00) for operating the municipal services. With two children in school costing $600 in local tax dollars, the property falls far short in paying its way. This is true even over a 50-year period. The same home occupied by a civilian family with two children usually requires 26 years (13 years K through 12 for each child) of education. Education cost: 26 years @ $600 equal $15,600; School tax revenue: 50 years @ $360 equals $18,000. Occupied by an impact family in unformed services for 40 of the 50 years, the following results: Education cost: 80 years @ $600 equals $48,000; School tax revenue: 50 years @ $360 equals $18,000; a net deficit of $30,000.

Impact aid for uniformed services living on private property in a community is essential if the community is to survive financially.

If North Kingstown were to lose the aid to which it is entitled for "B" pupils in the uniformed services, a loss of at least $278,754 would result (Exhibit A, page 3, No. X).

North Kingstown's total Entitlement based on the October 17 count date is currently estimated at $1,389,439 (Exhibit A, page 2, No. VI).

The loss of "B" pupil aid would result in several alternatives:

1. A tax increase to local property taxpayers of $1.75 to $2.00 per thousand (an unlikelihood with present taxpayer revolt).
2. A curtailment in educational programs, a result being an inadequate educational opportunity for all children, impact pupils as well as local.
3. Exceedingly large pupil-teacher ratios resulting in lower quality teaching staff.

It is essential that appropriations continue in the "B" category and be fully funded at 100%.

Of particular concern to the taxpayer is the failure of our government to share in the cost of educational facilities (exhibit C).

The summary on page 3 of Exhibit C illustrates the inequity and the complete failure of the Federal Government to assume an equitable share of its responsibility in providing facilities for impact pupils. In the last ten years North Kingstown has spent nearly 10 million dollars in school housing with less than a 10% contribution by Federal government and a more than 90% contribution by the local and State governments. The annual principal and interest payment on these six schools alone totals $1,190,248 shared almost equally between the State and local governments.

The citizens and taxpayers of the Town of North Kingstown and the State of Rhode Island have been, and are currently, more than keeping their respective responsibilities to the children of local origin and to the many impact families as well. The Federal government has not, nor is it maintaining its responsibilities and now wants to shirk its duty even more.

We respectfully request that you use your good offices, as you have so often in the past, to urge both the Congress and the Executive Branch of our government to fulfill its responsibilities and to citizens and adequately fund the educational programs.

Please feel free to use any of my correspondence to you before the Congress. and if I can be of any personal assistance by testifying before any committee in behalf of our educational needs, do not hestitate to call on my services.

Respectfully yours,

Burton Froberg, *Clerk,*
North Kingstown School Committee.

Enclosures.

Exhibit A—Town of North Kingstown

P.L. 874 ANALYSIS, 1972–73 (COUNT DATE OCTOBER 17, 1972)

I. Where the "A" pupils live.	
Naval Air Station, Quonset Point	208
Naval Construction Battalion Center, Davisville	86
Naval Housing, Wickford	367
Hoskins Park, Quonset	364
Keifer Park, Quonset	147
Navy Drive, North Kingstown	97
Military Drive, Quonset	372
Areas I & II, Quonset	319
Nike Site, Happy Road	21
Total "A" pupils—(living on Federal property, parents working on Federal property)	1, 981
II. Pupils living on Federal property but parents not employed on Federal property.	
Military Drive, Quonset—3 B 1 Pupils	3
III. Pupils living on private property but working on eligible Federal property, 3 B 2 pupils.	
Members of Uniformed Services	1, 058
Civilians employed	580
Total 3 B 2 pupils	1, 638
IV. Where pupils are attached or employed.	
A. "A" Pupils—	
Quonset Naval Air Station	1, 314
C.B.C. Davisville	574
Newport Naval Base	50
Nike Site, Coventry	2
Fort Devens, Massachusetts	5
Newport War College	2
N.A.S. Bermuda	4
Field's Point, Providence	3
First Naval District Headquarters, Boston, Mass	2
U.S.S. Jesse Brown	3
Naval Hospital, Chelsea, Mass	2
Marine Corps Training Center, Providence	1
R.O.T.C., University of Rhode Island	1
Fort Devens' Payroll Office, assigned at Recruiting Offices, Armories in R.I., etc	19
Total	1, 981
B. 3 B 1 Pupils—Parent just retired, still on Federal property	3
C. 3 B 2 Pupils:	
Uniformed Services, Quonset Naval Air Station	616
C.B.C., Davisville	346
Various assignments	196
	1, 058
Civilians:	
C.B.C., Davisville	88
N.A.S., Quonset	437
Newport Naval Base	34
Miscellaneous areas	21
Total civilian B's	580
Total 3 B 2's	1, 638

EXHIBIT A—TOWN OF NORTH KINGTOWN—Continued

V. A.D.A. on Count Date	
3 A Pupils (Living on Federal property)	1, 831. 329
3 B 1 Pupils (Living on Federal properety (not employed on)	2. 621
3 B 2 Pupils (Not living on Federal property, working on)	1, 514. 091
Uniformed services	977. 95
Civilians	536. 14
VI. Estimated Entitlement Based on First Count.	
1,831,329 A's @ $598.48	$1,096, 013. 78
2.621 3BI @ 299.24	784. 30
977.95 3B2 @ 299.24	292, 641. 75
Total entitlement on uniformed services only	1, 389, 439. 00
(Not receiving civilian aid 72–73 Loss—536.14 @ 299.24=$160,434 if at 100 percent payment rate)	
VII. If payment for 1972–73 was made on same basis as 1971–72 100 percent on A pupils 73 percent on B pupils	
A's 1831.329 @ 598.48	$1, 096, 013. 78
3B2 1,514.091 @ 73 percent of 299.24 @ 218.44	330, 738. 03
3B1 2.621 @ 218.44	572. 53
Total Entitlement	1, 427, 324. 34
VIII. Net Loss by losing civilian B's.	
(From VII above)	$1, 427, 324
(From VI above)	1, 389, 439
Total	37, 885
Final count in usually 95–97 percent lower than count date, final report is based on A.D.A. for entire year.	
Total loss @ 95 percent	35, 990
IX. Percent of pupils by category 10/17	
A pupils (1,981)	26. 80
B 1 pupils (3)	. 04
B 2 Uniformed services (1,058)	14. 31
B 2 Civilians (580)	7. 85
Non-Federal pupils (3,466)	46. 88
Tuition pupils (305)	4. 13
Total (7,393)	100. 00

X. Estimated losses to North Kingstown on P.L. 874 payments based on the following assumptions.

1. Loss of all impact pupils 95 percent of VI $1,389,439—$1,319,967 ($1.00 on tax rate raise 160,000 thus would cost *$8.24* on tax rate at present assessed evaluation).
2. Loss of all B pupils if at 100 percent payment rate. Uniformed Services 95 percent of 293,426=$278,754 (at $1.00 on tax rate raising 160,000 would cost *$1.74* on tax rate on present assessed evaluation).

EXHIBIT B

1971–72 P.L. 874 STUDENTS

I. Pupils Residing on Federal Properties.	
Naval Air Station, Quonset	191
C.B.C., Davisville	85
Wickford Housing, Quonset	353
Hoskins Park, Quonset	359
Keifer Park, Quonset	138
Navy Drive, Quonset	106
Military Drive, Quonset	350
Areas I & II, Quonset	328
Nike, Site, #P.R. 38	26
Total	1, 936
Living on—not working on Areas I & II, Quonset	2
Parents of above pupils assigned at:	
Quonset Naval Air Station	1, 316
C.B.C., Davisville	584
Newport Naval Base	7
Various	29
	1, 936
II. Pupils living on private property, working on eligible Federal 3 B 2 students	
A. Uniformed Services	
Quonset Naval Air Station	700
C.B.C., Davisville	292
Various	198
Total uniform B's	1, 190
B. Civilians	
Quonset Naval Air Station	455
C.B.C., Davisville	102
Other eligible properties:	
Newport Naval Base	30
Others	12
Total	599

EXHIBIT C

NORTH KINGSTOWN SCHOOL DEPARTMENT—SCHOOL HOUSING ANALYSIS OF IMPACT PUPILS, FEB. 1, 1973, BASED ON COUNT DATE OCT. 17, 1972

	Number of pupils	Percent
I. Davisville Junior High:		
A pupils	300	28. 28
B uniformed services	212	19. 98
B civilians	105	9. 90
Nonimpact	439	41. 38
Tuition pupils	5	. 46
Total pupils	1, 061	100. 00

Note: Cost of school, $1,809,000; bond issue, $1,400,000 (77.39 percent); Federal 815, $409,000 (22.61 percent).
48 percent impact pupils in uniform only 22 percent financed by Federal Government:

1973–74:	
Principal payment	$75, 000
Interest payment	36, 000
Total	111, 00

No assistance from Federal Government.

NORTH KINGSTON SCHOOL DEPARTMENT—SCHOOL HOUSING ANALYSIS OF IMPACT PUPILS, FEB. 1, 1973, BASED ON COUNT DATE OCT. 17, 1972—Continued

	Number of pupils	Percent
II. Senior high school:		
A pupils	212	11.0
B pupils uniformed services	198	10.3
B pupils civilians	200	10.4
Tuition pupils	283	14.7
Nomimpact pupils	1,032	53.6
Total pupils	1,925	100.0

Note: Total cost of building; $4,784,527; Federal funds, $220,000 (4.64 percent); local funds, $4,564,527. Public Law 815 funds, 4.64 percent; impact pupils, 21.3 percent—Uniformed services only ($400,000 Public Law 815 application not funded). Interest and principal payments for 1972–73, $753,860 with no Federal assistance.

	Number of pupils	Percent
III. Admiral Hoskins School:		
A pupils	532	92.6
B Pupils uniformed services	3	.5
B pupils civilians	2	.4
Nonimpact pupils	16	2.9
Total pupils	553	100.0

Note: Cost of school: $756,050; Public Law 815 funds, $190,000 (25.13 percent of cost); Local funds, $566,060 (74.87 percent of cost). Interest and prinicpal payments for 1972–73, $61,450 ($400,000 Public Law 815 application—Not funded).

	Number of pupils	Percent
IV. Quonset Elementary:		
A pupils	507	92.7
B pupils uniformed services	10	1.8
B pupils civilians	5	.9
Nonimpact pupils	25	4.6
Total pupils	547	100.0

Note: Cost of school (school on Federal property):

Original 12-room wooden building 1972 (Federal built)	$125,000
Addition local funds	350,000
Major improvements old building	75,000
Total	550,000

Federal funds, 22.7 percent; local funds, 77 3 percent. Principal and interest costs for 1972–73, $39,938.

	Number of pupils	Percent
V. Stony Lane Elementary:		
A pupils	126	30.6
B pupils uniformed services	57	13.8
B pupils civilians	30	7.3
Nonimpact pupils	192	46.6
Tuition pupils	7	1.7
Total pupils	412	100.0

Note: Cost of school: $946,678 ($400,000 Public Law 815 application not funded); debt service cost for 1972–73, $112,000

NORTH KINGSTON SCHOOL DEPARTMENT—SCHOOL HOUSING ANALYSIS OF IMPACT PUPILS, FEB. 1, 1973, BASED ON COUNT DATE OCT. 17, 1972—Continued

	Number of pupils	Percent
VI. Quidnessett School:		
A pupils	17	4.3
B pupils uniformed services	113	28.4
B pupils civilians	29	7.3
Nonimpact pupils	239	60.0
Total pupils	398	100.0

Note: Cost of school, $1,049,947; debt service cost for 1972–73, $1,112,000.

SUMMARY OF 6 SCHOOLS BUILT IN LAST 10 YEARS

	Local funds	Federal funds		Percent impact uniform (only)
		Amount	Percent	
1. Davisville Junior High	$1,400,000	$409,000	22.6	48.3
2. Senior high	4,564,527	220,000	4.6	21.3
3. Admiral Hoskins	566,050	190,000	25.1	96.7
4. Quonset Elementary	425,000	125,000	22.7	94.5
5. Stony Lane Elementary	946,678	0	0	44.4
6. Quidnessett Elementary	1,049,947	0	0	32.2
Total	8,952,202	944,000	9.5	46.7

Note: Total costs, $9,896,202; total debt service costs on above projects for 1972–73, $1,190,248. Above buildings occupied by 4,896 pupils—1,694 A pupils (34.6 percent); 593 B uniformed (12.1 percent).

EXHIBIT D.—SCHOOL DEPARTMENT, TOWN OF NORTH KINGSTOWN, R.I.

PUBLIC LAW 874 IMPACT PUPILS

	1972–73	1971–72	1970–71	1969–70	1968–69	1967–68	1966–67	[1]1965–66	[1]1964–65	[1]1963–64
A pupils residing at:										
N.A.S., Quonset Point	208	191	199	151	166	140	151	182	173	165
C.B.C., Davisville	86	85	81	48	58	53	49	54	61	65
Naval Housing, Wickford	367	353	169	117	151	138	144	162	180	217
Hoskins Park, Quonset	364	359	391	328	320	315	302	402	368	385
Keifer Park, Quonset	147	138	148	118	146	122	141	130	149	170
Navy Drive, North Kingstown	97	106	111	102	98	88	65	0	0	0
Military Drive, Quonset	372	350	360	299	309	278	253	0	0	0
Areas I and II, Quonset	319	328	335	247	0	0	0	0	0	0
Nike Site, Happy Road	21	26	19	19	21	20	22	23	17	16
Total	1, 981	1, 936	1, 813	1, 429	1, 269	1, 154	1, 127	953	948	1, 018
3B2 pupils: Uniformed services:										
Uniformed Services			1, 313	1, 078	1, 193	1, 237	1, 163	[1]1, 652	[1]1, 582	[1]1, 464
N.A.S. Quonset	616	700								
C.B.C. Davisville	246	292								
Various assignments	196	198								
Total	1, 058	1, 190	1, 313	1, 078	1, 193	1, 237	1, 163	[1]1, 652	[1]1, 582	[1]1, 464
3B2 civilians:										
N.A.S., Quonset	437	455	462	467	503	493	445			
C.B.C., Davisville	88	102	100	97	92	88	87			
Newport Naval Base	34	30	28	26	17	12	8			
Various assignments	21	12	24	19	11	15	19			
Total	580	599	614	609	623	608	559			
3B1 pupils	3	2	1	1	0	10	0	4		

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[1] Total civilian and uniformed.

EXHIBIT E—NORTH KINGSTOWN SCHOOL DEPARTMENT, 1973–74 BUDGET

[Revenue source by percent]

	Actual				Estimate	
	1968–69	1969–70	1970–71	1971–72	1972–73	1973–74
Town appropriation	44.63	36.09	38.46	35.76	39.75	44.84
Federal receipts	18.82	22.33	17.72	23.11	16.97	12.70
State receipts	32.41	38.13	39.97	35.48	38.57	37.09
Tuitions	2.39	2.48	3.27	5.13	4.40	5.10
Other	1.75	.97	.58	.52	.31	.27
Total	100.00	100.00	100.00	100.00	100.00	100.00

MUROC UNIFIED SCHOOL DISTRICT,
North Edwards, Calif., February 26, 1973.

Hon. CARL D. PERKINS,
House Office Building,
Washington, D.C.

DEAR CONGRESSMAN PERKINS: The following figures illustrate our need for Public Law 874 funding:

Income (Budgeted):

State, 35 percent	$1,479,448
Federal (@100 percent 3A, 73 percent of 50 percent 3B2) 32 percent	1,368,562
Local, 31 percent	1,317,534
Other, 2 percent	65,500
Total, 100 percent	4,231,044

	Enrollment	Portion of students (percent)	Portion of income (percent)
Total	4,000		
3A	2,777	70	31
3B	258	6	1
Non-Federal	965	24	68

The figures shown above would of course, be even further out of balance if the civilian 3B students were to be eliminated.

The effect on tax rates of a serious drop in 3A funding is academic. Prior to California Senate Bill 90, we were already using practically all available overrides. Since its passage, our tax rate is controlled. Therefore a loss in P.L. 874 funding could not be made up. And when that loss amounts to 31% or 32% of the budget, there is no need to say more.

If we can provide any more information useful to you in supporting P.L. 874, please let us know.

Thank you for your support.

Sincerely yours,

RICHARD B. LYNCH,
District Superintendent.

PETERS TOWNSHIP SCHOOL DISTRICT,
McMurray, Pa., March 2, 1973.

Mr. CARL D. PERKINS,
Rayburn House Office Building,
Washington, D.C.

DEAR MR. PERKINS: I am writing to urge your continued support of E.S.E.A. and P.L. 874 and in particular H.R. 69 to extend these programs for five years.

Regarding Impact Aid, although we are a small district and receive a very modest payment, it has provided needed financial support to the extent of approximately 1 mill of tax each year. The payment is based almost entirely on children of employees at the Westinghouse Atomic Power Laboratory, West Mifflin, Pa. and Bureau of Mines employees. The impact of these two federally related projects add approximately 100 students to our enrollment. In an elementary setting this means 3 classrooms of youngsters which require teachers, rooms, and materials. Our local tax rate is currently 78 mills based on 30 percent valuation. Cutback of support through P.L. 874 would of necessity cause an increase in local taxes or a cutback in educational services currently being provided.

E.S.E.A. Title I has enabled us to provide needed services for the economically and educationally disadvantaged. We have used the funds to offer tutorial and remedial services, assistance to pupils with learning disabilities as well as those with psychological handicaps. Title II has provided needed assistance to our library programs. Title III has permitted us, in modest ways, to attempt programs of an innovative or exemplary nature. The evaluation of these programs by outside auditors has been laudatory. We feel that the money and programs implemented through E.S.E.A. funds has enabled, not only our district, but all school districts to provide necessary services and experiences for children which otherwise could not be offered.

Your support of these programs in the past is greatly appreciated and your continued support is strongly urged.

Sincerely,

ROY L. COGAR, *Principal.*

NORTHERN VIRGINIA ASSOCIATION FOR CHILDREN WITH LEARNING DISABILITIES,
Arlington, Va., February 28, 1973.

Hon. CARL PERKINS,
Chairman, House Education and Labor Committee, U.S. House of Representatives, Washington, D.C.

DEAR CONGRESSMAN PERKINS: I am writing to express the concern of the Executive Board and members of the Northern Virginia Association for Children With Learning Disabilities as to the possible drastic reduction in impact aid funds to our local school districts.

Should the Category B funds be deleted as proposed, the operating budgets of our school systems will suffer severe losses this year, and greater losses in Fiscal Year 1974. In Fairfax County alone, the estimated loss of revenues is projected at a total of $19 million over the next two years. Although Fairfax School officials anticipate an increase in basic State aid this year, a net revenue loss of $11 million could be expected next year. In our view reductions, of this severity, in Federal aid will result in serious consequences for both school and over-all county budgets.

Should these reductions occur, two undesirable alternatives seem likely to compensate for the loss: a substantial rise in real estate taxes—with a $19 million loss, this might reach as high as 76¢ on the real estate tax. Another result, we fear, would be outright drastic reduction in the amount of county appropriation for school budgets.

Cuts amounting to $5 to $13 million over the next two years in school budgets would obviously pose threatening results for any of the special programs now underway in our school systems.

So much progress has been made in recent years to provide the necessary assistance to children having special learning difficulties. New programs for training resource teachers, teaching aids, and program development and evaluation, and specially designed facilities for handicapped children are but a few examples of the projects initiated by Fairfax County in the past few years.

As parents of children with learning handicaps who have fought long and hard for such progress in our schools, we are also realistic enough to see the possible threats that impact aid cuts will pose to the vital programs which serve our children.

The County Boards of Supervisors, School Boards, and Superintendents of our local school districts have petitioned Congress in opposition to the proposed impact aid reductions. We citizens join with them in urging you to introduce and pass legislation to restore this critical funding this year, and in future years.

Sincerely yours,

(Mrs.) DONNA E. MUNKASEY, *President.*

Metropolitan Washington Council of Governments,
Washington, D.C., February 28, 1973.

Hon. **Carl D. Perkins,**
Chairman, House Committee on Education and Labor,
Washington, D.C.

Dear Congressman Perkins: The Metropolitan Washington Council of Governments, the organization of the fifteen major local jurisdictions in the Washington Metropolitan Area, wishes to underscore the concerns expressed by its member governments about proposed reductions in the Administration's Budget for FY 1974 of funds to be made available through the Federal School Aid to Impact Areas Program.

This program, originally legislated in 1953, is a means by which the Federal Government can fulfill its obligation to provide payment to the communities in which it operates, in lieu of the tax revenues which would be received from private enterprise. In this way, the Federal Government can partially underwrite the cost of educating the children of countless employees who work and/or live on property from which the community derives no tax income. Local governments will not be able to withstand further reductions in funding of this program without sacrificing the quality of other local programs.

Because members of the COG Board of Directors feel very strongly that this program is essential, the Board unanimously adopted the enclosed Resolution at its meeting on February 14, 1973. It is being sent to you in the hope and belief that it will receive your most serious consideration.

Sincerely yours,

Martha V. Pennino,
Chairman, Board of Directors.

Enclosure.

Metropolitan Washington Council of Governments, Washington, D.C.

RESOLUTION URGING FUNDING OF THE FEDERAL SCHOOL AID IMPACT PROGRAM

Whereas, the Administration Budget for FY 1974 contains further reductions in the funds made available to local governments through the Federal School Aid to Impact Areas Program (20 U.S.C., ch. 13, ch. 19); and

Whereas, funds from that program provide a significant portion of the school budgets for all of the local governments in the Washington Metropolitan Area; and

Whereas, there are no adequate federal funds from any other education programs which will replace the funds lost through the curtailment of the Aid to Impacted Areas Program: Now, therefore, be it

Resolved by the Board of Directors of the Metropolitan Washington Council of Governments:

(1) That the Board supports the position and efforts taken by those members of Congressional delegations representing the Washington Metropolitan Area who have called for continued funding of the Federal School Aid to Impacted Areas Program

(2) That copies of this Resolution be sent to the members of Congress representing the Washington Metropolitan Area and to the appropriate Congressional Committee

Certificate

The undersigned hereby certifies that:

(1) He is the duly appointed, qualified and acting Certifying Officer of the Metropolitan Washington Council of Governments, and keeper of the records thereof, including the journal of its proceedings.

(2) The copy of the Resolution R15–73 annexed hereto entitled: Resolution Urging Funding of the Federal School Aid Impact Program is a true, correct and compared copy of the original Resolution as finally adopted at a meeting held on February 14, 1973, which was duly convened in conformity with all applicable requirements; a proper quorum was present throughout said meeting, and the resolution was duly proposed, considered and adopted in conformity with applicable requirements.

Witness my hand and seal of the Metropolitan Washington Council of Governments this 23rd day of February, 1973.

Madeleine B. Schaller,
Staff Attorney.

THE OXFORD PUBLIC SCHOOLS,
Oxford, Mass., March 6, 1973.

Chairman CARL D. PERKINS,
Rayburn House Office Building,
Washington, D.C.

DEAR CONGRESSMAN PERKINS: At this time I would like to express my serious concern that Public Law 874 funds may be restricted. This program is crucial to a community such as Oxford, Massachusetts. We presently are providing a quality education to approximately eighty-five pupils who can be classified under Public Law 81-874.

If Public Law 81-874 is restricted or discontinued, our community could lose as much as $25,000.00 in reimbursements from the Federal Government during calendar year 1973. Since this additional financial burden is created by federal activities, it is my strong feeling that the Federal Government must recognize its responsibility and continue to help communities such as ours provide a quality education for these youngsters.

Should Federal funds for Public Law 81-874 be curtailed or discontinued, it will be necessary for the Oxford School Department to eliminate the existing program since the local tax rate is too high to be able to absorb this sum. This would be unfortunate since the youngsters who could benefit the most from the present program will be denied its benefits.

In closing I solicit your aid to fully fund Public Law 81-874. Your efforts regarding this matter will be greatly appreciated.

Very truly yours,

JOHN F. MALONEY,
Superintendent of Schools.

DEPARTMENT OF FEDERAL PROGRAMS,
KNOXVILLE SCHOOLS,
Knoxville, Tenn., March 23, 1973.

Hon. CARL PERKINS,
House Office Building,
Washington, D.C.

DEAR CONGRESSMAN PERKINS: As per request of Mr. Aslinger, Superintendent of Schools, I am writing to you for purposes of supplying pertinent information relative to the PL 874 Impact Areas Federal Program which is slated for a tremendous cutback in funding. A brief description of the situation follows:

Public law 874 impacted areas assistance program

For the past thirteen years the Knoxville City School System has been receiving federal assistance based upon the number of children attending the Knoxville City School System whose parents are employed on federally owned property or whose parents are on active military duty (Section 2-B). Payments under this program are made under the above two described classifications and for children whose parents are residents on federally owned property (Section 2-A). The Knoxville School System does not have any youngsters who qualify in the last classification. During the current school year according to our count there were 1917 children qualifying under Section 2-B and 232 children whose parents were on active military duty.

According to the latest policy of the U.S. Office of Education, payments for the current school year will be based upon eligibility under Section 2-A or under the Uniformed Services Personnel Provision in Section 2-B. No payments will be made for other Section 2-B students. This, of course, reduces our eligibility from 2149 students to 232. For the current school year we are scheduled to receive payment for each eligible participant at the rate of $305.89 per child. For the current school year we can, therefore ,expect a maximum of $70,966 under the existing revised USOE policy. At the beginning of the school year $335,000 was budgeted in anticipated revenue from this program and unless the revised USOE policy is rescinded, the Knoxville City School System can expect a cut in PL 874 funding of $264,334. PL 874 funds are appropriated for use in the general operating budget without categorical restriction except for the provision that they cannot be used for school construction purposes.

In view of the fact that no general announcement has been made relative to the change in the U.S. Office of Education policy and that the change in policy occurred after the beginning of the 1972-73 school year, we were totally unprepared for the situation. Our school system will suffer a considerable loss in revenue because of this unexpected turn of events and probably will be required to end the school year with a fund deficit through no fault of our own. Anticipated revenue from this program has already been spent.

We, of course, are hopeful that the revised policy mentioned above will be rescinded and the funding cut restored. Any effort on your part on behalf of obtaining support for rescinding the policy will be sincerely appreciated.

Yours truly,

HARRY GILLESPIE,
Director of Federal Programs.

McCRACKEN COUNTY PUBLIC SCHOOLS,
Paducah, Ky., February 5, 1973.

Hon. CARL D. PERKINS,
House of Representatives,
Washington, D.C.

DEAR SIR: The McCracken County school district is facing a special problem that requires your advice and guidance.

The basic concern is centered on the AEC plant and its immunity from taxation. This facility, operated by Union Carbide, provides employment for 1250 persons. Most of the employees reside here in McCracken County and Paducah and send their children to the area schools.

All the land occupied by AEC, several thousand acres, was at one time on the tax rolls. It is obvious that the school district has been deprived of income by the presence of the facility. Although it must be stated that the presence of AEC is a positive factor in the regional economic picture, it produces a negative effect on the local educational financial structure.

Compare the AEC situation with that of TVA's Shawnee Steam Plant, another government installation in McCracken County. TVA is providing assistance to the district by "in lieu of tax" payments—last year, 1971–1972, TVA in lieu of tax payment to the district was over a third of a million dollars. How do the two governmental agencies differ in their relationship with this community? They are different in that the TVA is a working governmental agency hiring their own staff while the AEC is an agency whose function, in the case of this plant, is performed by Union Carbide under AEC direction. Does it not seem reasonable that AEC would have less claim to exempt status than TVA? TVA occupies approximately 2,500 acres, or a somewhat smaller acreage than AEC.

Last year's income to this school district from P.L. 874 was only $135,000 and the indications are that even that source of help is going to be discontinued. The amounts received under P.L. 874 through the years have been less than adequate, less than equal to the cost of education for the children brought to the district by the plant's work force. Tax rates on the average residence provide only half the local revenue that is required to pay for the education of one child. A home assessed at $15,000 yields $65.10 in general property taxes for school purposes. The cost of educating one child is $575.00 per year with $110.00 coming from the local district. The problem is obvious. The local taxpayers are paying the bill for educating AEC employees' children. This is not true for other employers and plant owners. All are meeting their obligations to the local government agencies.

The AEC plant is an important and welcome part of the economy of this entire area. No action should ignore this fact. On the other hand, it is essential that local government services be maintained at an adequate level. It can be shown that local government services have been adversely affected by the presence of AEC as a tax-free agency.

There is a need to place the AEC grounds and facilities on the tax rolls, preferably on a retroactive basis, or to obtain an "in lieu of tax" settlement proportionately comparable to that received from TVA.

Be assured that we are also concerned about all the cuts in assistance to education that have been threatened by the administration in Washington. If allowed to occur, the effect on Kentucky schools will be devastating. We would prefer, however, that those questions be considered separately from the one posed in this communication.

Your advice and assistance will be greatly appreciated. We need information regarding the manner in which AEC obtained its current status and more important, the manner in which redress can be obtained.

Thank you for your attention and concern.

Sincerely,

DAVID K. STEWART, *Superintendent.*

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

WEDNESDAY, FEBRUARY 21, 1973

House of Representatives,
General Subcommittee on Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:10 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins [chairman of the subcommittee] presiding.

Present: Representatives Perkins, Lehman, Quie, Bell, Dellenback and Huber.

Staff members present: John F. Jennings, majority counsel; and Christopher Cross, minority legislative associate. Eydie Gaskins, special assistant.

Chairman **Perkins**. The committee will come to order.

A quorum is present.

Our first witness this morning is Mr. John Udell, teacher, Dade County, Fla.

Come around, Mr. Udell.

I am going to call on my colleague, Congressman Lehman, who is an outstanding member of this committee and who is very interested in education in this country, to introduce you.

Mr. **Lehman**. Thank you Mr. Chairman.

I want to comment for the record that Mr. John Udell has done an amazing job in a new field in one of our elementary schools and that is what we call contract performance. I think his statement will speak for itself. I believe it is going to be a process that is going to have to be dealt with; it is going to be beneficial; and it is going to be aligned with the necessity of continuing the categorical programs in this ESEA programs bill.

So with that, I will let you speak for yourself, John.

STATEMENT OF JOHN UDELL, TEACHER, DADE COUNTY, FLA.

Mr. **Udell**. My name is John Udell. I am from Dade County, Fla. I am a classroom teacher. Thank you for the opportunity of speaking here. It is a great honor to me personally to be here and to represent some of the teachers in Dade County.

As teachers we recognize one thing, it is this body, the Congress of the United States that can give and has given the moral leadership and financial leadership necessary for adequate and necessary advancement in the field of education.

If this body will provide the leadership, then we can do it in the classrooms across the country.

In this vein I wish to begin my testimony. I have a prepared text that you have.

Chairman PERKINS. Without objection your prepared statement will be inserted in the record.

[The statement referred to follows:]

TESTIMONY OF JOHN V. UDELL, TEACHER, DADE COUNTY, FLA.

My name is John Udell. I am employed by the Dade County Board of Public Instruction as a Classroom Teacher. I am also the spokesman for a group of classroom teachers in one school in Miami, Florida—Floral Heights Elementary School. I, and the teachers I represent, teach in all Black inner-city schools located in the central negro district of Miami. As teachers we are confronted daily with some of the most basic, gut-level problems concerning the learning and educational achievement of Black disadvantaged elementary children.

The reason I am appearing before you today is because we have at our school, and one other, Edison Park Elementary, been afforded the opportunity to achieve some partial solutions to the problems of educating disadvantaged children. Last year, in 1972, and during the current school year, we created an instructional program which demonstrated significant results in reading and mathematics achievement. A copy of those results was included in the testimony of Charles Blaschke who spoke before you on February 1, 1973. The instructional program that we established at Floral Heights was sponsored by and funded under Title I of the 1965 ESEA Act. Because the program was sponsored and funded with Federally appropriated monies the results and implications of this project should be brought to your attention.

As I mentioned before, the schools we work in are Black inner-city schools. In the rank-ordering of the one hundred and seventy-four (174) elementary schools in Dade County there are only five (5) schools that rank in overall achievement lower than Floral Heights. The average sixth grader at Floral Heights has traditionally scored two and one-half years behind his middle-class counterpart in reading achievement.

The Floral Heights project dealt with fourth, fifth, and sixth grade children who were a minimum of one year behind in both reading and mathematics achievement. All of the lowest achieving children in the fourth, fifth, and sixth grades were thereby put into this project. It was with these very low achieving childern, that we, as teachers, with the cooperation of the school and district administrative personnel, were able to demonstrate significant learning potential and learning achievement in reading and mathematics. We, the teachers, put forth our own money, time, and professional reputation to guarantee that we would move these children in reading and mathmematics achievement farther and faster than they have ever moved before. We guaranteed significant student and the students achieved it.

It is important to point out that we, the teachers, do not claim to be the creators of the most advanced educational research theories, however, we do claim to be the creators and users of some very effective instructional techniques and methodologies. (See Attachment)

In the following sections I would like to deal with two major topics; firstly, the reasons why we, or another group of teachers, would guarantee student performance and put up their own money to back that guarantee, and secondly, the conditions that made it possible for this project to succeed.

To understand why we undertook this project, or why any other group of teachers would undertake similar projects it is necessary to explain what Dade County was attempting to accomplish when it got into the performance contracting business.

The Dade County Board of Public Instruction through the utilization of Title I ESEA funds wanted, in a limited way, to experiment with performance contracting. The Board, firstly, wanted to find out whether performance contracting would give rise to instructional innovations and/or exemplary programs. Secondly, the Board wanted to find out whether commercial educational businesses could come into Dade County Title I eligible schools and do a demonstrably better job of teaching disadvantaged children reading and mathematics than the existing Title I programs. Thirdly, they wanted to find out whether Dade County teachers or groups of teachers could, if provided with extra money, technical assistance, and instructional self-governance plus decision-making authority, do a decidely better job of educating Title I children. The performance contracts to be awarded teachers were called "internal" contracts.

As a teacher I was intrigued with the challenge offered by this "internal" type of performance contracting. What Dade County, by implication, was challenging me and all other teachers to do was this—"For years teachers have said they could do a superior job if they had sufficient control over their instructional program, adequate administrative assistance, and sufficient money to buy what was necessary to do the job. Now we will see if they will put their money where their mouth is."

We, as professional teachers, could not allow that challenge to go unanswered. We were confident that we could do a far more superior job than had ever been done before by other teachers or any private commercial enterprise. Finally, we were given adquate tools to do the job; the money, the authority, and the technical administrative assistance. There was one additional thing, the potential to make extra money if we significantly increased student performance, that struck a sympathetic chord.

As internal contractors, we were given fifty-five dollars ($55.00) of operating capital per child to purchase supplies and materials and another fifty-five dollars ($55.00) of risk capital per child to purchase equipment and teacher training. The fifty-five dollars ($55.00) was to be paid back to Dade County in the event that our children failed to exceed their traditional expectancies in reading and mathematics by at least fifty percent (50%). This fifty-five dollars ($55.00) per child was to come out of our pockets.

On the profit side we could make one hundred and ten dollars ($110.00) per child if the children exceeded their traditional expectancies by one hundred percent (100%). In essence, what we were saying as internal contractors, was: "We, the teachers, will guarantee that we will move our children academically further than they have ever gone before, we will risk our time, our money, and our professional reputations to guarantee this growth, but in return for this superior achievement of our children we demand to be paid for a job well done. We simply could not pass up this opportunity."

The conditions established by the Dade County Board of Public Instruction for project implementation were crucial factors which made it possible for the Floral Heights Project to be a success.

The first condition, that of teacher incentives, I have dealt with in a previous section. The teacher incentives were primarily motivational. The incentives encouraged participation of the teachers in a program to guarantee student performance and to hold themselves directly accountable for the learning of their children. Most importantly, the incentives encouraged the teachers to work harder and more effectively.

It should be noted that "inner-city" schools have great difficulty recruiting competent teachers and retaining competent teachers. The staff turnover in "inner-city" schools is high because the general working conditions are more hazardous and the children are generally more difficult to teach. Given the opportunity to transfer from "inner-city" schools to the more preferred suburban schools, teachers invariably exercise that option.

Monetary incentives, as described in this report, may go a long way towards recruiting and retaining the type of teacher needed in our "inner-city" schools.

The second condition that was incorporated in the internal contracts was the decentralization of decision-making to the school and the classroom level. This decentralization was revolutionary. We were self-governing, we were given primary authority over what we used in our instructional program and how we used it. The instructional management program, the instructional design, and the materials utilization scheme were all our creations, and we controlled the implementation of each. This particular condition is so important that had we not had this self-governing authority we could not have accomplished what we did.

Decentralizing decision-making to the school level is necessary for several reasons. Firstly, it is within the school that the learning of academic skills occurs or doesn't occur, therefore, school instructional personnel, due to their proximity, are more aware of what is educationally necessary for adequate educational achievement, i.e., they know what their children need because they live with them seven hours a day. Secondly, and more importantly, any effective and efficient instructional program in any individual is the result of the correct balancing and amalgamation of three major instructional variables. These three instructional variables or factors are the following:

A. Instructional staff assignments;

B. Student learning capabilities—Present and potential;

C. Equipment and materials utilization—Quantities and configurations.

For reasons that will follow, it is *only* at the school and classroom level that these three instructional variables can be correctly balanced and amalgamated.

Each school is dramatically different from all other schools. Each school has different types of teachers—old, young; rigid, free-thinking; complacent, upward-mobile. The experience of school administrators and teachers vary, their competencies vary, and staff togetherness and cohesiveness vary. Add to this personnel allocation policies which make school staffing fairly static and tenure regulations which make school-to-school transfers of inadequate teachers difficult.

As a result of the staff variabilities amongst the different schools, that which is effective instructional staff utilization at one school is ineffective utilization at another school. In other words, what one school staff is capable of accomplishing another school staff cannot, and visa-versa.

School student populations vary. The students in two particular schools may all be Black and from the same neighborhood, but still they are individually and as a group different. Their attitudes vary and are different; their potentials are different; their personal backgrounds and experience are different; and most importantly, their perceptions of their school, their teachers and themselves are different.

The last instructional variable, equipment and materials utilization, must be manipulated to fit the two preceding variables. In one school, a certain type and quantity of materials will be necessary, whereas in a sister school such configuration may be inadequate or unnecessary. Material and equipment configurations are dependent upon the recognized needs of the student population and the capabilities of the instructional staff. To deploy material and equipment without considering the two preceding variables is to waste such material and equipment.

The only people who can adequately attempt to manipulate and balance the three instructional variables are the individual school instructional staffs. *Provided*, they have the decision-making authority to control these variables. Presently, under the existing guidelines for Title I allocations within school districts, the authorization for decentralized decision-making has not been provided for. In those districts and states, Dade County and the state of Michigan in particular which have decentralized decision-making to the classroom and school level, significant progress has been shown. In those districts that have not decentralized the above authority significant failure has been demonstrated.

As a classroom teacher, I would like to make the following recommendations for your consideration:

1. Do not reduce or eliminate Federal assistance to education. Some of the most significant innovations in education have resulted because Federal assistance has been provided to local school districts. The Dade County experiment would not have been possible without Federal assistance.

2. Specific guidelines must be provided for the dissemination and general application of the innovations which have resulted from Federal funded programs. Many excellent instructional programs have been developed through the utilization of Title I and Title III funds. The rest of the educational community could economically utilize many of these programs, if they were aware of their existence.

3. Provide specific guidelines for the decentralization of decision-making authority to the school and classroom level. Do not authorize funding to school districts which create administrative positions for personnel who can not, due to the nature of their positions, effectively dictate viable instructional programs. This is precisely what has occurred under existing ESEA legislation.

4. Recognize that "inner-city" schools are dumping grounds for incompetent teachers and administrators. Recognize that competent teachers and administrators must be recruited and retained for these schools. If "inner-city" schools offered teachers and administrators the opportunity to create significant instructional innovations due to self-governance and financial recognition in the form of incentives for student achievement, then we could get the teachers we need.

5. Create legislation that provides for technical assistance to school districts and individual schools who are in need of such assistance. Many schools recognize the need for expert help to assist them in solving the complex instructional problems associated with the education of the disadvantaged. Provide the funding capability for such assistance.

6. Lastly, as Congressman believe in your responsibility for the education of the disadvantaged children of this country. We, the teachers in Dade County, and a few Black children have shown you that Black and *all* disadvantaged children can learn. As one student spokesman parsimoniously stated, "I'm no Pumpkin-head, I can do my work." (Jelmo Kirk, fifth grader, Floral Heights Elementary)

Thank you.

Mr. Udell. Thank you.

No. 1, we are classroom teachers. The teachers that I represent work in all black ghetto schools in Miami, Fla. The particular school we are working in is called Floral Heights Elementary. It is one of the 174 elementary schools. There are five schools in Dade County that rank lower in overall achievement than Floral Heights.

The project that we applied for and accepted was to raise the reading and mathematical achievement of fourth, fifth and sixth graders at Floral Heights Elementary.

These children were selected on the basis of their prior achievement. They had to be at least 1 year behind in reading and mathematics achievement.

What we got were the lower children in fourth, fifth, and sixth grades. We got the lower children in one of the lower schools in Dade County.

The results of what we did are significant. For every month of instruction we got 3 months of growth in reading and we got 2 months of growth in mathematics.

Based on historical expectancy of these children in reading, we exceded the traditional expectancy by over 500 percent in reading and over 200 percent in mathematics.

Chairman Perkins. You are talking about a special education program under title I?

Mr. Udell. No; this is a title I funded program under ESEA. Title I eligible children. Special education children were not eligible for participation nor were children above grade level in both reading and mathematics.

Chairman Perkins. You are talking about an inner city school?

Mr. Udell. Yes. This is an all black inner city school. What we did was the result of two major factors.

The first factor, the first legitimate issue is why we go into it in the first place. What we did was guarantee as teachers that we could do the job. Why did we do it or why would any other group of teachers do it?

To answer that question you have to understand why Dade County got in the business of performance contracting in the first place.

What they were trying to determine was: Is performance contracting a method by which you can arrive at educational innovation and exemplary programs in education?

No. 2, they wanted to find out whether outside commercial funds, educational commercial funds, could come into title I eligible schools and do a better job than had been done heretofore by teachers working in those schools or programs funded under title I in those schools.

No. 3, they wanted to find out whether teachers could get together and guarantee to move the children farther and faster that they had evere done before. That was to us as teachers a very great challenge.

We were challenged by commercial firms to do a better job. We were challenged by other teachers to do a better job. We couldn't afford to pass up that opportunity. What was it that we were given to do?

No. 1, we were given extra money. We were given self-governing decisionmaking at our level—the classroom. We could decide what we wanted to do, what we wanted to use, and how much of what we had to use.

We had control as classroom teachers over our instructional curricula. That was unique. We were given $55 per child for instructional material as operating capital.

We were also given $55 per child as risk capital. Risk capital which we would have had to pay back and dig into our own pockets to pay it back to Dade County if we did not get the gains. If we did not exceed expectancy by 10 percent, we would have had to pay back 100 percent of the risk capital and that was $55 per child.

If we did not exceed expectancy by 50 percent, we would have had to pay them back half or $27 per child. We stood to lose almost $3,000 out of our own pockets if we did not move these children at least 10 percent above what they had traditionally done in our school. If we exceeded the traditional expectancy by 100 percent, we got 100 percent of the incentives that were made available to us. We could earn $110 per child for the incentives.

As I said before, we exceeded expectancies by over 500 percent in reading.

The conditions that were established by the Dade County Board of Public Instruction were the crucial factors in the success and implementation of this program.

The first one was the teacher incentives. These incentives were primarily motivational. They got us to do the job. They got us interested. We were guaranteeing that we could move the children but we were also given the opportunity that if we moved those children, we would earn extra money as a result of doing that.

There is one thing I would like to point out. Schools like Floral Heights, inner city schools, have tremendous difficulty. We have tremendous difficulty in our school in retaining and recruiting competent teachers. Excellent teachers who have the opportunity to transfer from inner city schools do in fact do that. They transfer when the opportunity is available to them.

The retention and keeping of competent teachers within our school is a very difficult task.

Incentives gives the opportunity for retaining and recruiting the kinds of teachers necessary to work in inner city schools.

The second and in my estimation the most crucial factor involved in this program was the decentralization of decisionmaking authority to the school and classroom level.

The instructional program, the instruction design and material utilization schemes were our creations. We decided what we needed to use. We decided how to use it. Why is decentralization of decisionmaking for the classroom necessary?

There are three crucial factors that affect any instruction at the school level.

No. 1. The type of instructional staff you are working with.

Two. The children that you are working with and their learning capabilities.

Three. The equipment and materials utilization, what you have and how much you need and in what configuration you need that material.

Each school is different. Each school has different kinds of teachers. Each school has different kinds of students and each school needs different kinds of material configuration. Decisions regarding the correct balancing of the above three factors are made most effectively at the school level with the school principal, administration and instructional staff making those decisions.

The two results that I have seen where this has occurred, where this decentralization and decisionmaking to the school level has been operational, significant results have been shown. Both Dade County and Flint, Mich., have utilized this.

In these two instances, significant results in student achievement have occurred.

Finishing up with my closing comments and my recommendations, my first recommendation is that you should not reduce Federal assistance to education. If we as classroom teachers have the money and capability and the assistance, we can do the job.

Dade County has demonstrated that they can do that and that it can occur. Specific guidelines should be set up. What we did in a few schools in Dade County, the impact of what we did, the implications of what we did should be disseminated to other schools. If they don't know what we did, how can they in turn try to improve their instructional programs even though they are non-title I eligible schools.

No. 3. Within any type of Federal assistance legislation, guidelines should be provided so the decentralization of decisionmaking can occur at the school and classroom level.

District offices, central administrative offices have tremendous difficulty deciding and knowing what should occur.

Chairman **Perkins**. Why do you make that statement? It is argued that we should leave flexibility for decisions with the principal and at the classroom level. Give me your basis for it.

Mr. **Udell**. There are so many variables. There are so many different things within a particular school that makes an instructional program work in that school. The people who know what the conditions are are the people who work there 5 days a week. They know what the children need. They know the kind of materials they need. They know what the capability of those staffs are in the classroom. That kind of knowledge exists at the school.

For a central administrative office to know that, and to be able to deal with that, is a very, very difficult task.

Global overall guidelines for materials and for personnel utilization which are implemented in a district or central office cannot take into account the variabilities within each school. We had that flexibility. We showed the results of utilizing that flexibility.

The fourth recommendation is to recognize that inner-city schools are dumping grounds for inefficient teachers and administrators.

Recognize that competent teachers and administrators must be recruited and retained in these schools and teacher incentives may be the option to retain and recruit the kind of teachers necessary in these schools.

The last thing I would like to recommend is for you to believe in your responsibility for the education of the children in this country. Black children, inner-city children and disadvantaged children can learn. They have the capability of learning. It takes additional funding. It takes dedicated teachers. It takes adequate and necessary guidelines. The children have shown us that they can learn. We worked with them as classroom teachers. We know that they can learn but we need your help to do the job. That is my summation.

Are there any questions?

Chairman PERKINS. Mr. Lehman?

Mr. LEHMAN. Thank you, Mr. Chairman. Thank you for your presentation, Mr. Udell. You have made the Dade County public school system quite proud.

I was happy that I could be a party in helping set up this particular kind of contract performance program that you have succeeded so well in carrying out. I wanted to ask you a couple of questions.

Maybe I will ask all of the questions and you try to answer them one at a time.

From your standpoint, what do you think would happen if categorical funds were eliminated and special revenue type of funding was substituted for that?

Two. What do you anticipate in the form of retention from these children, and have you had a chance to know what retention is going to do, whether the gains will be regained and what effort is made to help them retain these gains?

Three. What do you do about such criticisms as teaching to the test?

Four. What kind of a community response have you gotten, and what kind of moral support have you gotten, from the parents of these children? Do they want to see these kinds of programs carried forward? What about the obstacles that you had to overcome from teacher organizations or employee organizations in order to go forward in this particular program?

There is one other question that I wanted to ask. I didn't quite understand that your program is funded directly by title I money. But why cannot these kinds of programs, the way I understand it, be as receptive to title II money and be able to be disseminated under this kind of funding better than title I money so that other institutions in other areas could also get some of the feedback from your experience and your results.

I gave you a lot of questions and take your time in answering.

Mr. UDELL. Let me start with revenue sharing. I am not very familiar with the guidelines, the requirements, the specifications under revenue sharing. The only personal knowledge, and this is a personal reaction, to revenue sharing in this field is background in some of the experience that I have had at the local level with title I and ESEA money, and what some of the expenditures have resulted in. We have made some mistakes in title I in how to utilize it in the classrooms. We have learned from those mistakes. We are correcting some of those errors.

I don't like the idea that we are going to go back and try to respect those errors again and I think there is a danger under revenue sharing that we may go ahead and do that. There is one principal in Dade County that I have great respect for. His comment is that in education every year we reinvent the wheel. I hope we don't try to reinvent the wheel.

The significant thing is that we do need the additional funding, whether it comes under revenue sharing or whether it comes under existing title I.

We do need the money though.

Mr. **Lehman.** I guess it is not a fair question to ask you, but probably the availability of these kinds of funds under revenue sharing for these specific programs would be much less and with much less opportunity than under the kind of guidelines that you set for this kind of program.

To put one other question in there, do you think that contract performance can be a valid answer to some of the criticisms that we are receiving on title I?

Your contract performance, will that help? Will that be an answer to some of the critics who are saying that title I money is not doing what it is supposed to be doing?

Mr. **Udell.** I think performance contracting under title I has shown at least one thing, that exemplary programs, educational innovation, can result from experimenting with performance contracting.

I, personally, don't think that it can be continued for 10 or 15 years, but I think it is a very excellent mechanism for educational innovation.

Mr. **Lehman.** It is a good springboard.

Mr. **Udell.** It is good springboard.

The second question you asked me was retention of gains to the children. Can the children retain the improvement that they have shown this year and last year?

Yes, they can if you continue the programs that presently exist. If you cut out the programs, if you cut out title I funds, if you cut out Federal assistance and put the children back in the same learning environment that they had before, then we can't as classroom teachers guarantee, that those children are going to improve and continue to gain.

We can guarantee those gains if we have the funding capability and the resources available to us. Teaching inner-city black children is a difficult task. It is a difficult task. We need the additional assistance necessary to retain those gains. They can be retained.

Teaching to the test was the third question. That is always a danger. The way our program was operated, we were evaluating under two things. We were evaluating under a standardized test but we were also evaluating under a bank of criteria objectives which covered the spectrum of learning skills in reading.

If the children achieved a certain number of those objectives, we knew that they were learning to read. We were paid on the basis of how many of those objectives they attained.

You can teach these and you are paid for teaching these. Teaching to the tests, we always have the danger because a standardized test is a sample of the skills a child needs and if you teach just the samples, you are not teaching all of the skills.

But guidelines can be written in to reduce that danger. It is a danger for those schools who are not on performance contracting. There was an article in the Miami Herald a month ago about a school that had shown great gains in reading but they admitted they were teaching to the test.

They were not under a performance contract but they were teaching children how to take the test. It is a danger.

The third and fourth I can combine, community response, what do our parents think about it, how our parents are involved and what professional organization and classroom teacher organizations think about it? We had this year a tremendous amount of criticism from our professional organizations.

Teacher incentives are too much like merit payment. Classroom teachers organizations do not like merit payment. They agree that decentralization to the classroom level is good but they don't want to be paid extra on merit. They don't want merit pay so they criticized us.

Our parents told the professional organization to leave their children alone and it was the parents' response that stopped or limited the criticisms from our professional organizations.

It was the parents. They got upset because what the classroom teacher organization was criticizing was really what their children were doing, not necessarily what the teachers were doing. They wanted to throw out our program however the effect was not necessarily on the teachers but on the children and the parents got very much upset about that.

Mr. **Lehman**. I would hope we could work out accommodations where teacher organizations could see that in the long run this would not benefit only the child, or the individual teacher, but also the teacher organization itself.

I think in the long run it has to have a community of interest there that we can all pull together on.

Mr. **Udell**. I think we can agree on that. The question of whether it can be funded through title I or II? I think it can be funded under anything. I think title I is one funding source and title III is another funding source, probably just as efficiently and just as effectively.

Your last question was, could you repeat your last question, it was on contracting.

Mr. **Lehman**. I don't know. We covered just about everything already unless perhaps the chairman would like to ask a question.

Chairman **Perkins**. I would like to ask a couple of questions. You feel, if I understand you correctly, that title I is so important that regardless of where the funding comes from, the program should be continued above all other educational programs.

Am I correct in that assessment of your testimony?

Mr. **Udell**. I believe title I to be absolutely necessary. I can't in any way see why it should be eliminated.

Chairman **Perkins**. What experience have you had in teaching?

Mr. **Udell**. I have been at it for 3 years.

Chairman **Perkins**. What did you do before that time? Were you in school all that time?

Mr. **Udell**. No; I started in education by working in a youth detention center and that convinced me that there was a need and challenge and an opportunity in education. Before that I worked for IBM and had gone to school.

Chairman **Perkins**. How do the classroom teachers that you associate with feel as to whether we should continue with title I or dump title I and go in the direction of general aid?

Mr. **Udell**. We are a little afraid of general aid.

Chairman **Perkins**. Tell us why?

Mr. Udell. We are not sure as a result of general aid whether we will get the necessary funds to operate at the classroom level. We don't know, we are not sure that if general aid funds are given, they are going to be given for disadvantaged children.

We have seen too many errors committed already and some solutions have been made to those. We don't want to see those errors made again and those same solutions come back again in a couple or 3 years.

Chairman Perkins. What do you consider the first priority insofar as the Government is concerned in supporting elementary and secondary education in this country?

Mr. Udell. My favorite is elementary education. That is where learning initially occurs. If we do not produce the potential in the children, if the children cannot believe in their success and capability of learning at the elementary level, then our society is going to be in a lot of trouble.

The secondary schools I think should continue that. It is a manpower waste. It is a brain waste.

Chairman Perkins. Do you feel that the present title I program deserves priority over all other Federal Government spending from the standpoint of education?

Mr. Udell. You better believe it. I definitely believe that way.

Chairman Perkins. That is the way I am reading your testimony. Is that your view?

Mr. Udell. That is my belief, yes.

Chairman Perkins. You explained your experiment with internal contracts. It sounds very impressive. As I understand it the title I law and regulation are flexible enough now to permit such experiments.

Do you think that if more control is shifted to the States as under special revenue sharing, there will be that flexibility?

Mr. Udell. I am not sure.

Chairman Perkins. What is your view?

Mr. Udell. We had to get waivers at the State level to operate our program. The flexibility is available. In other words, they had to be flexible at the State level and in the State of Florida for us to operate the programs so the flexibility does exist now.

Chairman Perkins. You mean under the present law?

Mr. Udell. Under the present law. I am not sure that this same flexibility is going to be written in or if it is going to be left up to the State of Florida, the State of Missouri, the State of California. I am not sure that there is going to be flexibility. I hope there is.

Chairman Perkins. And if you did not have the flexibility, then the type of program you are experimenting with now may become jeopardized and you may not be able to continue with it. Am I correct?

Mr. Udell. That is precisely correct, yes, that is right.

Chairman Perkins. How much money was involved in this particular program?

Mr. Udell. In materials and equipment, it ran in the neighborhood last year of $13,000 for 180 children. This year we have 210 children. We have expanded it this year. It is going to run about $26,000.

Chairman Perkins. Did you set that program up through your local educational agency, or did the Dade County school system submit it to the State board of education in Florida?

Mr. Udell. The logistics of how we got into operation was that we submitted a proposal as classroom teachers to the Dade County board of public instruction and they issued us an internal contract. That was then approved at the State level and then we could operate.

Does that answer your question?

Chairman PERKINS. Yes. Who worked up this project?

Mr. UDELL. I did.

Chairman PERKINS. You did?

Mr. UDELL. With the cooperation of the classroom teachers, yes.

Chairman PERKINS. And you are presently serving 210 for this sum of money and the gains made are as you stated to the committee? Is that correct?

Mr. UDELL. That is right.

Chairman PERKINS. Mr. Quie?

Mr. QUIE. I have no questions.

Mr. LEHMAN. Mr. Chairman, may I ask one other question?

Chairman PERKINS. Yes.

Mr. LEHMAN. Specifically what was anticipated, again based on previous performance of these children, in that school? What percentage of grades did they gain in a year previous to this program and what percentage did they gain subsequent to this program in mathematics and reading?

Mr. UDELL. The traditional expectancy in reading for 10 months of instruction was 6 months gain. In other words, it was 60 percent of a year.

In mathematics it was 7 months and the pilot phase of the program ran for a half year last year. So from February to June.

Mr. LEHMAN. You haven't had testing or you haven't had the results yet?

Mr. UDELL. We had the results from last year.

Of course we don't have results this year.

Mr. LEHMAN. I am trying to get on the record how much better, equally or worse you did for this $13,000.

Mr. UDELL. No. 1, the traditional expectancy was 6 months. In reading we exceeded the expectancy. We got 11 months of gain for 4 months of instruction. It is kind of complex.

Mr. LEHMAN. In other words, you got 6 months gain for 10 months of instruction and now you get 11 months of gain for 4 months instruction. That is not too complicated.

Mr. UDELL. In mathematics it was 7 months for 4 months of instruction.

Chairman PERKINS. Mr. Huber?

Mr. HUBER. In your report you referred to Michigan, along with Dade County, as to some of the innovations. We had Dr. Porter here before this committee and following his testimony we had a little informal discussion.

Dr. Porter said he found in the course of the schools that two key factors for educating a core city child were attendance and mobility, attendance being to get the child to come to class every day and mobility being to keep the child within the classroom in a school year.

And that the attendance factor could be improved substantially by getting an agreement between the principal, the teacher, the parent, and the child. In the case of Flint, Mich., they have a contract which they sign which is of no legal value but which gets the child there every day.

The mobility was this turnover and he said in core cities that it would run as high as 40 to 60 percent and in some cases 125 percent in 1 given year.

He stressed these two key problems, attendance and mobility, as the two most important things to improving the educational ability of the student; and he gave figures where they could pick up 2 years of improvement in just 1 year by getting the child there every day and stop this changing from school to school.

You haven't commented on that.

I would like your comments on attendance and mobility as factors you see in the Dade school system.

Mr. **Udell.** Let me address first the question of attendance. We didn't have, as Flint, Mich., did, a contract with the teacher, parent, and child. We believe as classroom teachers that children come to school because they want to and they will stay out of school because they don't want to be in school.

Our attendance was 96 percent which is 4 percent above what the school had always been doing.

Our children came to school because they wanted to.

The instructional program that we established allowed them to be successful, No. 1.

No. 2, it excited them enough that they wanted to come to school. A lot of children like to stay out on the street. They will come to school if it is an exciting place for them to be. Our children come to school.

We do not have the mobility as high as that. Our mobility is around 10 percent which is reasonably low. So we don't have children moving from school to school to school. That is not a serious problem that we have encountered or not in my particular schools.

Mr. **Huber.** Do you know if it is in other schools?

Mr. **Udell.** I am not familiar with what the overall mobility is in Dade County.

Mr. **Huber.** Could you imagine a 40- or 60-percent mobility factor? How could you teach a child with a turnover like that?

Mr. **Udell.** It would make it difficult.

Mr. **Huber.** The only reason I questioned that was because your testimony was somewhat different from what I gathered was the problem in the State of Michigan. How much extra did the teachers average in this program and what did the most successful teacher earn as an incentive dollarwise?

Mr. **Udell.** There were three teachers who did the groundwork. Those three teachers made $3,000 extra per teacher. There were four additional teachers that assisted them. They made $400.

This year all teachers involved in our contract can earn up to $4,000.

Mr. **Huber.** Each as a bonus?

Mr. **Udell.** That is right.

Mr. **Huber.** $4,000 as a bonus. What is their base?

Mr. **Udell.** The average salary? It is somewhere in the neighborhood of $10,000.

Mr. **Huber.** So there is a 40-percent bonus?

Mr. **Udell.** That is right but it is a bonus based on what the children do. In other words, we aren't given $4,000 extra. If the children exceed their traditional expectancy, then we earn the money. It is based on how well the children do.

Mr. **Huber.** It is rather interesting that in the testimony earlier, and in the informal discussion with Dr. Porter, that he was talking about being able to get this tremendous achievement with increased pupils per classroom and not requiring any more dollars and not requiring any more taxes, just by getting them to come to class and just by getting them to stop the mobility.

That is all I have, Mr. Chairman.

Chairman **Perkins.** Mr. Lehman, any further questions?

Mr. **Lehman.** No. I am glad you are here. Although this 40-percent increase sounds big, if you can almost double the achievement of a child over his anticipated expectancy, it is a bargain and to me in a way it kind of fits in with the way we do things, that you get paid.

I don't think the American public is going to continue to pay teachers in order to have custodial care in the classrooms because they are not going to pay the kind of salaries they have to pay just to have the child contained in the classroom unless something is happening. The only way you make something happen is to work out these kinds of contracts to pay them according to the way things are happening.

Accountability is going to be the name of the game. There are too many agencies competing for public funds that can show accountability. Prisons can have accountability against recidivism, everything else.

There is too much competition for public funds and I think education is going to have to be accountable to get their rightful share.

Chairman **Perkins.** Let me thank you very much.

We appreciate hearing your testimony this morning.

Our next witness is Mr. Robert Harold, principal, Portland, Oreg.

Come around, Mr. Harold.

Without objection your prepared statement will be inserted in the record. There will not be any hurry for you to complete your testimony because Mr. Quie and Mr. Huber will be here all morning, and perhaps Mr. Lehman, to go right ahead with the hearing in my absence.

[The statement referred to follows:]

STATEMENT OF ROBERT HAROLD, PRINCIPAL, PORTLAND, OREG.

Mr. Chairman, members of the committee: Good morning! My name is Robert Harold. I am an elementary school principal in Portland, Oregon, with some twenty-three years experience in education. Most of these twenty-three years have been spent working with low socio-economic children in inner city situations.

Six of these years have been spent working as an administrator and director of an early childhood program entitled follow through. This, as you are probably aware, is a sequel to the head start program and is designed to support the head start child during his very formative early years from kindergarten through the third grade. The Portland project is now in its sixth year. Nationally, this program has been recognized as being very successful. This success can be attributed to two factors. The level of funding which ranges from about six hundred to six hundred fifty as direct assistance to the child *and* that we are working with very young and the malleable years of early childhood. There is one thing that this program has done for me in the past six years, and that is to make a "believer" out of me. Regarding primary education, I do not believe we can be strong enough with our emphasis on the care and special help that children get in the early years of school.

When putting together programs in education, many sources of funding are brought together to make the strongest impact possible. Such is the case with the followthrough program. The Portland School District contributes the regular support which is given to every child. In addition to this the school district contributes 15 to 18 percent of matching funds to the Office of Education funds. Title I is also contributed on a percentage contribution of about 15 to 18 percent.

In addition to these funds, there are many face-off kinds of funds which really do not directly cost the district or the program anything but are mutual arrangements with neighborhood services, social services or existing county health services. All of this then is a very complicated package. If one part of this package is suddenly withdrawn or reduced it causes many other parts of the funding packages to be in jeopardy.

When a school district, such as Portland, agrees to enter into a contract with the Office of Education in a program such as this, much effort is made by the district to replicate this program or parts of it in as many of the inner city schools as possible.

Portland has a working plan for reorganizing the school population. It is called the "Schools for the Seventies". Under Superintendent Robert Blanchard's leadership, plans have been made for replicating many of the components of follow through into early childhood centers by converting several inner city schools to centers designed to serve children from nursery school up to the fourth or fifth grade. This would concentrate the available support services where they would be most effective.

Long range plans for any school program must necessarily have some stability of funding level. With the prospect of reduced funding or shortages for the coming year, the problems of hiring, curriculum revisions, workshops and preparation for the coming year become less than manageable.

Other guidelines from the state and from the local school district such as PPBS, limit the amount of leeway one has to submit plans in time for the coming year. Contemplated cutting or unreasonable reduction of the ESEA funds would make the prospects of most plans remote and delay the realistic education of thousands of Portland school children.

I think all of us here will agree that parent's involvement in their child's education is a very necessary ingredient. The follow through program has, as one of its six components, a concerted effort to involve parents. I believe this has come to mean many things to many people. My perception of it, and the reason I think parents *should* be involved, is to underscore or support the educational experiences which are offered the child in the school and in the home and to make the two relate and compliment each other. I would like to offer some examples of what we are doing in this area in order to emphasize the importance of it, and the importance of being able to continue this effort.

Much emphasis has been placed on parents volunteering their time in school. This has been suggested many times as a means to support and involve the inner city parent in their child's education. Looked at realistically, the middle class parent, who has an opportunity to budget her time and *has* more free time, can volunteer and do this successfully, but we are being a little unrealistic when we talk about the inner city parent or the low socio-economic parent volunteering enough in the school to give her the same appreciation of the school as the middle class parent. We have to have something more to offer the inner city parent to get her meaningfully involved with her child's education.

The first and best way of involving the parent is to hire them to become a part of the instructional staff in the school. We have done this in our program. We have a teacher aide or paraprofessional, who is a parent of young children and in many cases, a parent of a child in the program, for every teaching station in the school. This parent as an employee begins to add to her view of education. Perhaps her present contacts with her neighborhood school are unsuccessful. Here she is given insight toward the problems of children other than her own and perhaps might change her to the point where she not only helps her own children, but children coming up in the family as well. They can then, perhaps, be guided along a more positive course as well as others, with whom she associates, such as relatives or neighbors. I think this is one of the most valuable kinds of parent involvement.

It is not possible to involve *all* the parents in a paid position. We have to look for other means of realistic kinds of involvement for parents. Another method is the involvement of the parent in classes that are held during the school day, using various rooms around the school, on a parallel schedule with the actual use by the students. These classes, which are held for parents, are largely interest kinds of classes. They are not designed to give the parents skills but rather to get the parent in the school building. The parents not only attend the class but also feel free to wander around, visit accidentally with the teacher if they meet her in the hall, go to the staff room and have a cup of coffee with a staff member and perhaps build up a relationship which is positive. This helps to counteract the position that the school usually holds in a large inner city. The school is often classified as *one more* institution: Such as the health department, welfare department, or the police department. School/home contacts are usually one way. Negative—toward home. The child, in turn, recognizes the parent's view or value of the school very early in his life. These parent classes can be held in many interest areas for many people and act as a catalyst to bring the parent and the school closer together.

The third method is directed at a particular group of parents. It involves parents whose children score very low in "*Skills Brought From Home*". Most children when they first come to school have a good knowledge of colors, shapes, concepts, objects and hundreds of other bits and pieces of knowledge. The children, whose parents I have just mentioned, have few of these *and* successive members of the family seem to come at the same low level of readiness for school. These parents are brought together in a class situation which emphasizes the need of these skills. They can then re-transmit these to their school-age and also preschool members of the family. These skills involve games to play in the kitchen, stories to read young children, and places to see around the neighborhood that would give the child experience upon which to build school experience. These parents are singled out as a result of screening which is done with the children at the first part of the year. The parents are then systematically invited to take part in classes during the school day on a once a week basis, from 9:00–12:00. We provide babysitting, see to it that transportation is provided, if necessary, or other family problems solved, so the parent does have an *opportunity* to attend these classes. The number of parents who attend and last through the whole twelve weeks is very high. We take about thirty parents at a time in each building and usually carry anywhere from twenty-seven to twenty-nine of the ones we started with. Parents are also allowed to check out audio-visual equipment, books, or toys just as they would library books. This would be used at home and returned to school at the next class session.

These, then are the three basic methods of attempting to involve parents on the local school level or neighborhood level. Title I funds pay for services directly aimed at the eligible child but this makes district or EOA money available for programs such as this. The materials we have provided you explain more about this.

The Child's home environment is where he builds this foundation of learning. The attitude toward school, the value held for learning is very, very important and probably the greatest factor in either preventing or promoting educational success for children. Unless we can get parents to support what is taught in the child's school experience, we are perhaps at the very least wasting much good effort. We've always known that the home support of education is important as a factor in educational success. We see this repeated and repeated· Successful families produce successful students and unsuccessful families produce unsuccessful students. The very key to success with the inner city child lies within this area of parent support. The tremendous effort of title I in this country over almost a decade has proven that it is more than just material and books and extra staff members. I can't speak for the amount of parent involvement across the country, but I do know that in the schools I have visited and where there has been a large factor of *correct* parent involvement there has also been a large factor of success.

The Portland followthrough project has attempted to do something about the concentration of children within the classroom who have a high level of educational and economic deprivation. Within the same classroom with the Head Start children we invite an equal number of children who come from stable kinds of middle class homes. Children are invited from outside the inner city to go to school within the inner city *with* the head start child. By visiting several middle class neighborhood schools and talking to parents at the "kindergarten roundup" time and by asking for their voluntary participation, we are able to offer their child a valuable social experience and an excellent, academically oriented, kindergarten experience. We usually have a third more students who wish to take part in this program than we can find room for. This provides opportunity for children from any economic and cultural backgorunds to go to school together. All children are in the program voluntarily.

With today's need for better understanding and appreciation for another person's approach to life, we have to give young children this opportunity to learn together and from each other. We *might* face the future possibility of perhaps *not* being able to change very much about what they think regarding themselves and others.

APPENDIX A—PARENT RESPONSES TO SURVEY QUESTIONS ON FOLLOW THROUGH PROGRAM

Parental involvement in school activities is one of the most beneficial aspects of the Portland Follow Through Program. Feedback data supplied by the Stanford Research Institute, based in Menlo Park, California, lends strong support to the belief that Portland Follow Through parents are involved and active.

The data shown in the Table below were gathered during the Spring of 1971 through interview surveys with samples of parents of Follow Through and Non-Follow Through children. The Table compares parent responses to the survey of the two groups.

In general, the data indicate that Follow Through parents visit the schools more often, are more aware of Parent Advisory Committees and are more satisfied with their children's progress than the Non-Follow Through parents. Close to half of the Follow Thruogh parents have attended parents advisory meetings, and most feel the parent committee has significant influence. Finally, and most importantly, all Follow Through parents contacted feel that Follow Through is helpful to their children.

Responses of Follow Through and Non-Follow Through parents to survey questions gathered during the Spring of 1971.

N=a. 105 Follow Through Parents
b. 91 Non-Follow Through Parents

Survey item	Percent of parents [1]	
	Follow through	Non-follow through
Aware of parent advisory committees	66.98	32.18
Visited Classroom—Yes	55.14	35.16
Of the yes, made 3 or more visits	60.34	35.48
Attended PAC meetings	43.66	(2)
Parent advisory committee has influence	78.18	(2)
Very satisfied with child's progress	77.57	68.13
Follow Through helpful	100.00	(2)

[1] Data taken from Project Feedback tables developed by Stanford Research Institute dated September 1972.
[2] Not available.

APPENDIX B—PORTLAND FOLLOW THROUGH PROGRAM BUDGET SUMMARY

PROPOSED FOLLOWTHROUGH PROGRAM BUDGET

SCHOOL YEAR 1973–74

	Sources of funds and contributions				
	EOA	Non-Federal contribution	Title I (ESEA)	Maintenance effort	Other
1					
00—Administration:					
(1) Salaries:					
2 Principals				$39,110	
1 Head teacher		$11,660			
2 Secretaries				13,361	
(2) Travel: 4 persons to 2 conferences		2,500			
(3) Indirect costs: 4.54 percent of EOA budget	$18,905				
200—Instruction:					
1 Head teacher	13,250				
2 Secretaries	12,941				
2 Math specialists	21,641				
2 Concept development specialists	19,870				
2 Language arts specialists	21,128				
Classroom teachers:					
6 kindergarten at $9,456				56,736	
4 Kindergarten at $9,456 (to reduce class load)					
8 1st grade at $9,456				75,648	
4 1st grade at $9,456 (1 to reduce class load)		9,456	9,456	18,912	
5 2d grade at $9,456				47,280	
1 2d grade at $9,456 (to reduce class load)		9,456			
3 3d grade at $9,456 (to reduce class load)				28,368	
1 substitute teacher (60 days at $35 per day) to relieve workload of director	2,100				

PROPOSED FOLLOWTHROUGH PROGRAM BUDGET—Continued

SCHOOL YEAR 1973-74—Continued

	Sources of funds and contributions				
	EOA	Non-Federal contribution	Title I (ESEA)	Maintenance effort	Other
200—Instruction—Continued					
Classroom teachers—Continued					
1 music specialist		$10,325			
2 reading specialist	$27,534				
1 physical education specialist	11,760				
5 educational diagnostician	5,830				
1 speech therapist				$12,775	
Teacher aides:					
6 residential Manpower aidas, 0.5					$12,000
3 at $4,418			13,254		
6 at $4,589	27,534				
10 at $4,760	47,600				
11 at $4,930	54,230				
3 at $4,930			14,790		
Library aides: 2 at $6,095				12,190	
Resource aides: 2 at $5,091	5,091		5,901		
Psychologist: Referral and evaluation			5,000		
Instructional materials and supplies:					
$15 times 500	7,500				
$20 times 100 for support of transitional 3d grade student	2,000				
Staff Development: In-service classes, fees and mileage	3,000				
300—Attendance services:					
(1) Salaries:					
1 Social worker	4,400		4,400	2,200	
2 Home educators	10,200				
(2) Mileage	500				
400—Health services:					
(1) Salaries: 1 nurse	4,000		2,000	2,000	
(2) Contracted services:					
(a) Oregon dental service: $16 times 500	8,000				
(b) Medical care, physical, glasses and other $6 times 500	3,000				3,000
500—Pupil transportation:					
Contracted services:					
$40 (1 trip Boise to center and return)					
$45 (2 trips King to center and return)					
$40 (1 trip Humboldt to center and return)					
$45 (2 trips Columbia Villa to center and return)					
$170 times 186 days	22,676			9,300	
$45 (2 trips Vernon to center and return)					
$45 (2 trips Sabin to center and return)					
$45 (2 trips Buckman to center and return)					
$45 (2 trips Sunnyside to center and return)					
$180 times 186 days	24,336			9,300	
Field trips: 12/child times 500 at 25 pupils per bus at $25 per bus	3,000		3,000		
600—Operation of plants				196,600	
700—Maintenance of plants				196,600	
800—Fixed charges: 13 percent of salaries including P.E.R.S., social security, S.I.A.C., medical	37,584	7,442	8,386	82,365	1,440
900—Food services:					
(1) Salaries: 2 food servers, 6 hr at $2.15 times 186		2,400	2,400	26,000	
(2) Supplies:					
Meals, $0.35 times 500 times 186 days		3,720			[1] 32,550
Snacks, $0.10 per child per day times 500	4,000				
1000—Student body activites:					
(1) Contracted services: Cultural assemblies 20 at $35	700				
1100—Community services:					
Volunteers: 50 students, 2 hr. per day per week at $1.60		5,120			
50 parents, ½ day per week at $1.60		8,460			
1120—Parent activities:					
(1) Salaries: Parent and community coordinator		3,880	7,120		
(2) Materials and supplies	2,000				
(3) Contracted services parent classes	3,000				
1230—Equipment: $12 per child times 500	6,000			11,440	
Total	435,310	74,419	74,897	866,567	45,180

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[1] State free lunch program.

NAME OF APPLYING AGENCY
School District #1, Portland, Multnomah County, Oregon

VII. THE BUDGET. 1. If you wish to waive all or part of your non-Federal contribution, please check here ☐ and enclose the necessary statistical documents to support your waiver claim.

2A. Proposed budget for ALL Follow Through ACTIVITIES to be financed from Federal grant. **EOA FUNDS ONLY.**

HANDBOOK II CLASSIFICATION (a)	EXPENDITURE ACCOUNT (b)	SALARIES (c)	CONTRACTED SERVICES (d)	MATERIALS AND SUPPLIES (e)	TRAVEL (f)	OTHER (g)	TOTAL (sum of columns (c) through (g)) (h)
100	ADMINISTRATION	$ 18,905	$	$	$	$	$ 18,905
200	INSTRUCTION	270,509	2,000	9,500	1,000		283,009
300	ATTENDANCE SERVICES	14,600			500		15,100
400	HEALTH SERVICES	4,000	11,000				15,000
500	PUPIL TRANSPORTATION		50,012				50,012
600	OPERATION OF PLANT						
700	MAINTENANCE OF PLANT						
800	FIXED CHARGES	37,584					37,584
900	FOOD SERVICES			4,000			4,000
1000	STUDENT BODY ACTIVITIES		700				700
1100	COMMUNITY SERVICES						
1120	PARENT ACTIVITIES*		3,000	2,000			5,000
1220	REMODELING						
1230	EQUIPMENT			6,000			6,000
	TOTALS	$ 345 598	$ 66,712	$ 21,500	$ 1,500	$	$ 435,310

*Covers all activities relating directly to parents, e.g., home visits, except where they are paid as school employees.

2B. ALL ACTIVITIES	DOLLARS	PERCENT OF EOA FUNDS	2C. TOTAL MAINTENANCE OF EFFORT	$ 866,567
TOTAL EOA FUNDS	$ 435,310	100%	ALL OTHER FUNDS	45,180
TOTAL NON-FEDERAL CONTRIBUTION	74,419	17%		
TOTAL EOA AND NON-FEDERAL FUNDS	509,729			
TOTAL TITLE I (ESEA) FUNDS	$ 74,897	17%		

3. IF YOUR TITLE I (ESEA) FUNDS ARE LESS THAN 15 PERCENT OF THE EOA FEDERAL FUNDS FOR THIS PROJECT, ENTER TOTAL TITLE I ALLOCATION FOR YOUR COMMUNITY $

4. NUMBER OF GRADES IN PROJECT →	4	4A. NUMBER OF YEARS PROJECT IN OPERATION →	6	4B. % NON-FEDERAL CONTRIBUTION REQUIRED →	16

5. PERSON WHO WILL RECEIVE AND HAVE CUSTODY OF FOLLOW THROUGH FUNDS

FIRST NAME - MIDDLE INITIAL - LAST NAME
Charles A. Clemans

ADDRESS (number, street, city, State, and ZIP code)
Portland Public Schools
631 N.E. Clackamas, Portland, Oregon 97208

OE FORM 4473, 1/72 BUDGET C
School Year 1973-74

NAME OF APPLYING AGENCY
School District #1, Portland, Multnomah County, Oregon

VII. THE BUDGET. 1. If you wish to waive all or part of your non-Federal contribution, please check here ☐ and enclose the necessary statistical documents to support your waiver claim.

2A. Proposed budget for ALL Follow Through ACTIVITIES to be financed from Federal grant. EOA FUNDS ONLY.

HANDBOOK II CLASSIFICATION (a)	EXPENDITURE ACCOUNT (b)	SALARIES (c)	CONTRACTED SERVICES (d)	MATERIALS AND SUPPLIES (e)	TRAVEL (f)	OTHER (g)	TOTAL (sum of columns (c) through (g)) (h)
100	ADMINISTRATION	$ 47,036	$	$	$	$	$ 47,036
200	INSTRUCTION	540,503	4,000	19,400	2,000		565,903
300	ATTENDANCE SERVICES	30,050			1,000		31,050
400	HEALTH SERVICES	8,000	22,000				30,000
500	PUPIL TRANSPORTATION		99,748				99,748
600	OPERATION OF PLANT						
700	MAINTENANCE OF PLANT						
800	FIXED CHARGES	77,462					77,462
900	FOOD SERVICES			8,000			8,000
1000	STUDENT BODY ACTIVITIES		1,400				1,400
1100	COMMUNITY SERVICES						
1120	PARENT ACTIVITIES*		6,000	4,000			10,000
1220	REMODELING						
1230	EQUIPMENT			12,000			12,000
	TOTALS	$ 703,051	$ 133,148	$ 43,400	$ 3,000	$	$882,599

*Covers all activities relating directly to parents, e.g., home visits, except where they are paid as school employees.

2B. ALL ACTIVITIES	DOLLARS	PERCENT OF EOA FUNDS
TOTAL EOA FUNDS	$ 882,599	100%
TOTAL NON-FEDERAL CONTRIBUTION	166,303	20%
TOTAL EOA AND NON-FEDERAL FUNDS	988,236	
TOTAL TITLE I (ESEA) FUNDS	$ 157,739	18%

2C. TOTAL MAINTENANCE OF EFFORT	DOLLARS
	$
ALL OTHER FUNDS	

3. IF YOUR TITLE I (ESEA) FUNDS ARE LESS THAN 15 PERCENT OF THE EOA FEDERAL FUNDS FOR THIS PROJECT, ENTER TOTAL TITLE I ALLOCATION FOR YOUR COMMUNITY $

4. NUMBER OF GRADES IN PROJECT → 4
4A. NUMBER OF YEARS PROJECT IN OPERATION → 5
4B. % NON-FEDERAL CONTRIBUTION REQUIRED →

5. PERSON WHO WILL RECEIVE AND HAVE CUSTODY OF FOLLOW THROUGH FUNDS

FIRST NAME - MIDDLE INITIAL - LAST NAME
Charles A. Clemans

ADDRESS (number, street, city, State, and ZIP code)
Portland Public Schools
631 N.E. Clackamas, Portland, Oregon 97208

OE FORM 4473, 1/72 Summary A - 1972-73 School Year
B - 1973 Summer School
C - 1973-74 School Year

Chairman PERKINS. Since you are the principal, I would like for you to summarize briefly how you feel title I is working out in your school system in Portland.

Tell the committee briefly how title I is functioning and what priority would you place on title I insofar as the Federal Government supporting elementary-secondary education.

STATEMENT OF ROBERT HAROLD, PRINCIPAL, PORTLAND, OREG.

Mr. HAROLD. Mr. Chairman, we had arranged this a little differently. Mr. Clemans to my left is the intergovernmental relations officer for the Portland public schools and he was going to talk generally to title I as it applies to the total district and I was going to talk about title I as it applies to this particular program in which I am involved.

Would you have any objection, sir, if we reversed that process?

Chairman **PERKINS**. Well, I am going to leave and I was trying to get a summary in 2 minutes. Then you can go back into detail.

Mr. **HAROLD**. Fine, I will go ahead.

I think title I is very important for this reason, which is that it specifies that title I money be put particularly with the child and I think that is one of the things in this country we have to think more about. We have to reassess our values as far as education is concerned; in other words, consider a little bit more about the amount of money we are spending per child.

I think we end up spending this money eventually. We spend it on welfare programs. We spend it on penal programs. We spend it on a number of things eventually, so I think we have to get back to the point as to where we are going to spending the money.

I think title I as a national program has accomplished quite a bit. I know it has received quite a few lumps by the public and press and everybody else, but I think when we look at title I accomplishments, we have to look at more than just the grade point achievement of the child. We have to look at the things that have been made possible within the school systems and allowed to change as a result of this title I insertion of money.

I think there are other forms of money which can be also included in the funding of schools.

Title I is certainly not the only effort but I think it is the one that is directly tied to the child and therefore it is probably the most important in my mind.

Chairman **PERKINS**. You would place top priority on title I before any other programs were funded if the Congress had to make that choice?

Mr. **HAROLD**. I believe so; yes. It allows the schools to fund programs that only title I can fund. That is the important thing. I think we have to allow breathing room, so to speak, or staff development room or curriculum change room and I think title I allows the district to do this.

Most districts across the country are strapped financially and change is quite an operation. I think title I money is a direct aid to those children who need the help and who are educationally disadvantaged.

I think that is a very important fund. I would rather see it sustained at least as long as possible. I don't think it should be ended and especially it should not be ended abruptly like next fall or whatever.

Chairman **PERKINS**. Continue now. I am sorry I have to leave, but I am sure that Mr. Quie will preside very capably.

[Congressman Quie now presiding.]

STATEMENT OF CHARLES A. CLEMANS, DIRECTOR, INTERGOVERNMENTAL RELATIONS, PORTLAND, OREG.

Mr. **CLEMANS**. Mr. Chairman and members of the committee: I am Charles Clemans.

With Mr. Harold and myself here, we hope to bring to you some of the perspective of the local school system as it works in concert with the Federal Government in providing for the needs of youngsters.

A little bit of background about the Portland Public Schools might be in order. Many of the problems that are encroaching upon urban education nationally are making themselves felt in Portland. We have taken a particular shellacking financially in recent years. We have lost credibility at the polls with the voters. We have lost votes on finance issues, both for capital and for operation.

At the same time, we found that an increasing proportion of the students that come to us for help carry with them a greater burden of problems to be dealt with.

As a measure of some of the problems we were faced with last year, we closed school a month early in order to keep our expenses within revenues.

Not only were our kids deprived of 20 days of the education to which they are entitled, but virtually all of our employees took a 10 percent salary cut.

This year we have been forced to make deep cuts into programs in an effort to restore the lost days of last year. We restored 15 of the 20 school days that were lost last year. The only bright spot in being able to keep expenses within revenues has been a decline in enrollment which has, at least in part, offset some of the more dramatic effects of insufficient revenues.

The State is embarking on, under the leadership of Governor McCall, a new school finance proposal. I am pleased to report that the Oregon State legislature (house of representatives) last week passed this package virtually intact and that it is going to receive speedy consideration by the senate soon.

Under this plan, 97 percent of school support would come through State sources. When the legislature has concluded its action on this plan, it will be referred to voters, as it involves constitutional change as well as legislation, perhaps in April, and the voters will decide then whether or not this new package will be adopted.

Of course our speculation on that item is greatly up in the air.

I would like to mention now some of the concerns and ideas we have with regard to reenactment of the Elementary and Secondary Education Act.

First of all, I greatly appreciate this opportunity to appear before the committee and to testify favoring reenactment of that legislation. I think it is to be commended that early hearings are being held because this will help remove some of the problems that local school officials face having to do with uncertainty of programs and uncertainty of funding.

I am also delighted to understand that there is a broad base of representation that has been appearing before this committee and will continue to appear before this committee. I think that will insure a broad base of support for the legislation that results.

I would like to make some comments about title I of ESEA. We recognize that there have been abuses and we recognize that there have been examples of ineffective programs. However, we have had good experience in Portland with title I. Some of the barriers that we see to title I being totally effective include:

1. Insufficient funding.

We are faced with funds only sufficient to serve about half of the youngsters who really are entitled to compensatory services.

2. Outdated distribution formulas. I think it is inconceivable that we would continue to use the 1960 U.S. Census as a basis for distributing funds under title I.

In Portland we have noted a shift of poverty population to the urban area. Approximately 36 percent more youngsters are on welfare rolls in Portland today than were during the period during which the 1960 census was taken.

At the same time the 1960 census data remain static and we continue to use that for distribution of funds.

3. Further—and this is of some personal anguish to me—is the uncertainty of funding. This year is a good example inasmuch as we are operating title I on a continuing resolution and don't have official world as to what the final amount of the allocation to a local school system will be.

It is about a 1½ ulcer job each year to try to estimate the amount of funding you will receive under title I. It makes it very difficult to do adequate advance planning in that air of uncertainty.

4. A particularly acute problem in Oregon is the difficulty of planning, and utilizing effectively, title I moneys in a school system that is undertaking a voluntary desegregation plan. It is extremely difficult to concentrate sufficient funds to youngsters who are being transferred to new school settings to provide the breadth and depth of services that they need to make it, educationally.

I don't really have a good creative solution to that problem but I think it is one that this committee must undertake in its further deliberations. I would also like to comment that our experience with title I has been favorable and it is looking more favorable.

Appended to my written testimony is a brief statement regarding some summary test information which is beginning to look more favorable and I think it also points to the fact that title I in its initial years probably did not take hold and the plans and programs were probably not as effective as they might be and certainly as they are now.

So I think the more recent information we have shown in the last 2 or 3 years is beginning to look far brighter.

Mr. Harold will have comments on the particular effectiveness at the local school level of title I programs.

I would like to direct a couple of comments about the Elementary and Secondary Act regarding some of the other titles, particularly title III.

I think the Federal Government's emphasis upon innovation and change and the necessity for education to keep pace with the changing times and modern world through providing funds under title III has had a fantastically good effect upon education.

I think that the development work that has been done has been particularly responsive to the necessity for change in education.

We all talk about the redtape that is involved in applying for and managing and reporting on Federal funds. However, the redtape that is involved, oftentimes, in applying for a title III grant is good redtape because it results in a rigorous planning exercise that I think is beneficial to a school system.

But with regard to Federal programs generally and the possibilities of redtape and administrative burden creating an overload, and in some cases hampering effectiveness of a district in delivering services, I think that is true.

In the Portland public schools we carry 192 special fund accounts to segregate and keep separate the various categories and programs we operate.

Each one of those accounts has behind it the guidelines, the regulations, the project proposals, the contracts and other data that are required to report and work with projects. The elimination of artificial program separations would be of immense assistance to us locally.

Were Federal funding to increase, and we would certainly advocate an increase in Federal support to education, I believe that not only should categorical programs of national urgency be continued but, with additional funding, there should be general aid to local school systems.

I believe that funding in the area of 25 to 30 percent of the cost of education nationally ought to be undertaken by the Federal Government.

In summary, I would like to thank the committee again for the privilege of appearing. I could answer questions now or perhaps you would rather hear further from Mr. Harold.

[The statement referred to and additional information provided by Mr. Clemans follow:]

STATEMENT OF CHARLES A. CLEMANS, DIRECTOR, INTERNATIONAL RELATIONS, PORTLAND, OREG.

Mr. Chairman, members of the committee, my colleague, Mr. Robert Harold, and I are most appreciative of the opportunity to appear before this committee in support of the proposed extension of the Elementary and Secondary Education Act.

My name is Charles Clemans and I am Director of Intergovernmental Relations for the Portland Public Schools in Portland, Oregon. I hope to bring to this committee through my testimony the perspective of a local school district as it attempts to respond to local needs against the backdrop of urgent national priorities.

Allow me to provide a little background about the Portland Public Schools: We serve approximately 69,400 students in a city of roughly 383,000 citizens. To the casual visitor, Portland appears to be a prosperous, thriving community. A diverse business and industrial base supports its economy. Most of the outward signs point to a strong urgan area broad-based in terms of socioeconomic makeup.

However, a closer inspection reveals that many of the problems that characterize the Nation's large cities are encroaching upon the lives of Portland's citizens. An increasing proportion of the population brings severe problems to be solved, while a decreasing proportion of the population has solutions.

The schools, in particular, have taken a real shellacking in recent years. Faced with increased needs on the part of our students, the dual factors of taxpayer revolt and decreasing regard for education on the part of Portland's population have conspired to erode our ability to respond to thse needs. Last year, 1971–72, we were forced to close our doors twenty days early in an effort to keep expenses within revenues. Not only were students deprived of twenty days of the education to which they are entitled, but virtually all employees took a 10-percent salary cut. Faced with a possible withholding of State basic school support because of our substandard school calendar last year, we this year restored fifteen days through massive cuts in program and increases in class size. An additional benefit has accrued because of a decline in enrollment of 2,900, thus offsetting, at least in part, some of the effects of insufficient revenues.

We hold some hope that stability of school finance might be brought to Oregon through Governor McCall's school finance proposal currently being considered by the State legislature. Under this plan, 97 percent of school support would come through State sources. Although the legislature is acting on this proposal with great dispatch, it will be referred for voter approval in April and its fate at the polls is subject to great speculation.

Let me now address some of the concerns, ideas, reactions, and suggestions that we in the Portland Public Schools have related to reenactment of ESEA. First, we would like to commend the committee for your timeliness in initiating action on extending this legislation and also your obvious commitment to achieving broad participation in the hearing process. These conditions will both provide assurance that responsive legislation will result.

Title I of ESEA has been subject to much criticism. Although examples of abuses and ineffective programs do exist, I would suggest that the major barriers to effectiveness in this otherwise most worthwhile program are:

1. Insufficient funding: In Portland, a title I budget of $2 million serves approximately 8,500 youngsters. An additional 7,000 youngsters qualify for compensatory services but are excluded because of the lack of sufficient funds.

2. Outdated distribution formulas: I believe that is totally unjustified to continue the use of 1960 U.S. census data as one of the criteria for the distribution of title I funds. In Portland, we noted a 36-percent increase in aid to dependent children welfare numbers—that is, double the State average—between 1960 and 1970. Although the ADC youngsters are counted in the formula by which we receive our title I allocation, 1960 U.S. census data still plays a part in keeping Portland's allocation lower than that to which we believe we are entitled.

3. Uncertainty of funding: We note with pleasure that H.R. 69 provides for study of the effects of the timing of appropriations legislation. At the local level, I can attest to the fact that the annual guessing game that is required to put together sound educational plans is a most unsettling condition.

4. Difficulty of planning in a desegregating school district: Portland has embarked upon a rather ambitious voluntary desegregation plan that allows parents freedom of choice of the school their children attend. This program even permits youngsters to transfer to other districts at our expense. However, many of the youngsters who participate in the program are entitled to, and definitely need, compensatory services. I don't have a good suggestion to make as to how to bring compensatory services to those that receive them. At the sending school, sufficient compensatory resources can be pooled, because of the high concentration of disadvantaged youngsters, to plan skill centers, employ specialists, and provide diverse support services. However, our data indicates that program success in such a setting is less likely because of problems associated with largely negative peer influences, low group norms, and the like. Although these latter factors are absent in the receiving schools, compensatory help is needed, and there are too few disadvantaged students in any one class or school to warrant a substantial or diverse program. Again, I wish to emphasize that I do not have a creative solution to this problem but do believe that it is one that should be somehow recognized.

Generally, Portland's experience with title I programs has been favorable. At the worst, I think it would be accurate to say that we have operated a successful "holding action" that has staved off the erosion of academic performance in the face of declines in the socioeconomic makeup of our student population. Particularly in the lower grades, and associated with Head Start and Follow Through, we have seen solid evidence of program success. Mr. Harold will have further comments on these programs. Data appended to my written testimony indicates the favorable results we are experiencing.

Portland's title I efforts concentrate an average of approximately $235 worth of program on each target student. To this amount is added additional funds through a special State appropriation for our most severely disadvantaged schools. We have found that the single most important element and ingredient to insure program success is personnel. Program managers, teachers, aides, and support personnel must all be selected with an eye toward their understanding and perceptiveness of the needs of disadvantaged. One-to-one and small group interaction produce the most positive results. Individualization of instruction can occur and does pay off.

ESEA generally has been an extremely effective force in education. The broad category areas cover priority needs that desperately require funding, but because of cost, are beyond the ability of many school districts.

I would like to comment briefly on title III of ESEA, which I believe has had a particularly profound effect on the course of educational change and reform in the Nation. By the Federal Government's funding of innovation and change in education, it, in effect, has charged us to keep pace with the changing times. Although we all deplore the redtape that is often associated with Federal funding, the creative planning that is required to achieve funding for a title III project through competitive processes often is the most rigorous and sound development work that a district produces.

An example of the productive use of title III monies, together with funding from other Federal sources, can be found at our Roosevelt High School. The Rivergate career education program, funded through title III, is developing career exploration materials, guides, and methods for use by teachers. Career resource centers will be available to staff, students, and ultimately, adults from the community as they learn about the many employment options available to them. Also at Roosevelt, and serving the same youngsters, is a particularly creative title I program. Basic skills are emphasized, and the "stigma" of being singled out for special help is largely overcome by the knowledge each student has that he is making educational progress. Federal vocational education funds are being used at Roosevelt to develop and test new curriculum offerings in metals, health occupations, and building trades. Although the programs at Roosevelt that are financed from Federal sources are few in number and small in budget, they are among the most stimulating, effective, and promising.

A few comments about the administrative burden that faces a school district as it attempts to make productive use of Federal funding might be in order. The Portland Public Schools presently carry 192 special fund accounts for purposes of keeping track of the approximate $10 million in Federal funds that the Portland Public Schools manage. Each of these accounts is backed by proposals, contracts, agreements, guidelines, or related documentation. The irony of this situation is that many of these projects must be orchestrated at our local level in order that their impact can be most effective. Certainly, the elimination of artificial program requirements and unnecessary redtape would be of immense relief to us locally.

Before closing, I would like to direct a few comments toward the day that the Federal contribution to education is in the neighborhood of 25–30 percent of all of the costs of elementary and secondary education. Given that happy circumstance, I think that the Federal Government should remove from at least half of the funds that it provides any of the "categories" that now limit expenditures to areas of only national interest. Safeguards in the form of assurances of equal educational opportunity, of course, must be required, but by and large, local educational agencies ought to be able to set priorities, for a significant portion of their Federal revenues, totally in response to local needs.

In summary, I would again like to thank the committee for the privilege of appearing and would urge the extension of the Elementary and Secondary Education Act. Thank you.

APPENDIX A.—STANDARDIZED TEST INFORMATION, GRADES 3, 5, AND 7

A–1

The displays on the following pages depict general reading and arithmetic achievement test trends in the Portland District during the past eleven years (1961/62—1971/72). Comparisons are drawn between samples of Disadvantaged and Non-Disadvantaged schools for grades 3, 5 and 7.

In each display, the scores of the Non-Disadvantaged schools are shown as point "O" on the vertical axis. Simply stated, this represents the average achievement of these schools (normally a P-score* of 50) for each of the indicated years. The achievement of the Disadvantaged schools is shown by the broken line, with the dots representing the deviation of this group from the average. To illustrate, a deviation of minus 7 for the target schools would indicate that the average score of this group was 7 "P-score" points below the average of the non-target schools; a deviation score of minus 3 would mean 3 "P-score" points below the average and so on.

As of this writing, results are still not available for the year 1972/73 and are therefore only reflected by an astrisk.

GRADE 3

It is the opinion of many informed educators that compensatory education makes its greatest impact on younger children. Portland's program lends credence to that belief with the trend for Grade 3 showing a dramatic upward shift.

It may be seen from Figure A on the next page that the deviation score for the target schools in 1961/62 was minus 7, reaching a low of minus 8 in 1965/66. With the advent of the first full year of compensatory education in 1966/67, a remarkable upward trend began, reaching a high in 1969/70. At that time, the Disadvantaged schools were only 3 points below the average of the comparison schools. During the last two years they have dropped slightly to a minus 4 but have maintained that point to the present—a truly outstanding accomplishment.

GRADES 5 AND 7

The results of Grades 5 and 7 (see Figures B and C respectively), while not nearly as striking as Grade 3, are nevertheless, highly encouraging.

Grade 5 results seem to indicate that the target schools have been able to stabilize their programs to the point that achievement is no longer dropping. In fact, between 1961/62 and 1968/69, there is little variation in the achievement pattern. The trend in interrupted in 1969/70 with a marginal drop while 1970/71 shows a significant 3 point increase followed in 1971/72 by a slight drop. It is quite possible that the changing pattern of the last three years is strongly influenced by the children who have been in the compensatory program for a number of years.

Grade 7 manifests a "V" shaped trend. Between the years 1961/62 and 1967/68 there is an almost steady drop. After that point, however, the extra resources spent on the target students appear to have paid dividends. By the end of the 1971/72 school year, the upward climb is quite noticeable and very encouraging.

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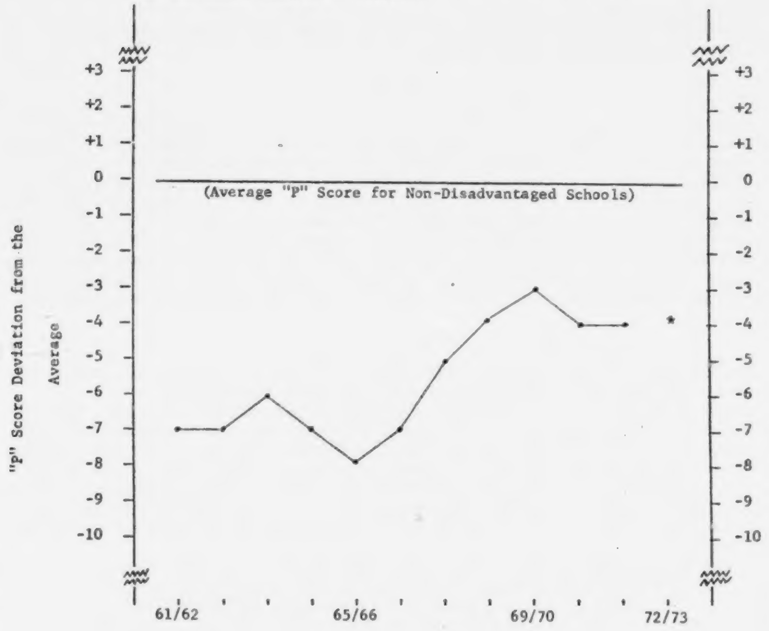
*The "P-score" is a score on a standard score scale which has a mean of 50 and a standard deviation of 10. The letter "P" is used simply to denote that the standard score scale is applied to a distribution of scores representing the achievement of Portland Public Schools students.

Figure A

Grade 3

Composite Reading and Arithmetic Achievement of Grade 3 Students in the Disadvantaged Schools of Areas II and III compared with the Non-Disadvantaged Schools in the Same Areas for the Years 1961/62 -- 1971/72.

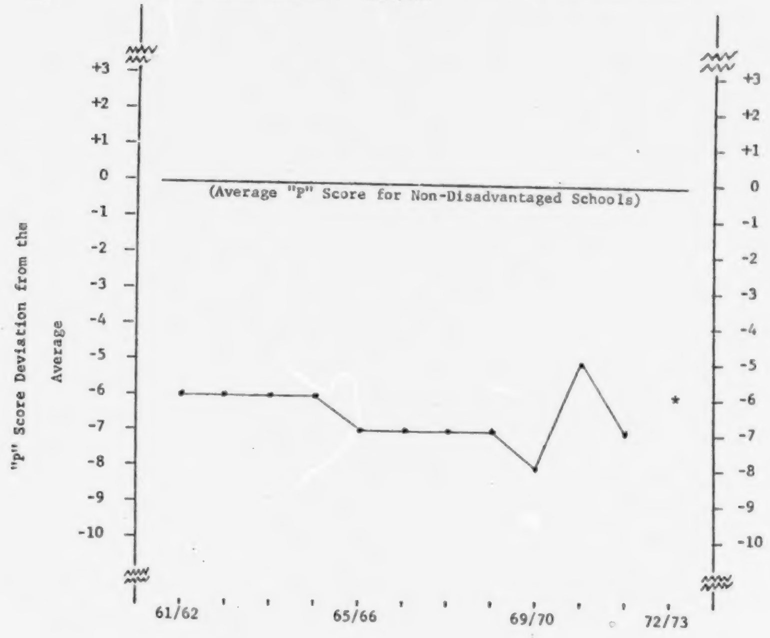


* Data not yet available

Figure B

Grade 5

Composite Reading and Arithmetic Achievement of Grade 5 Students in the Disadvantaged Schools of Areas II and III compared with the Non-Disadvantaged Schools in the Same Areas for the Years 1961/62 -- 1971/72.

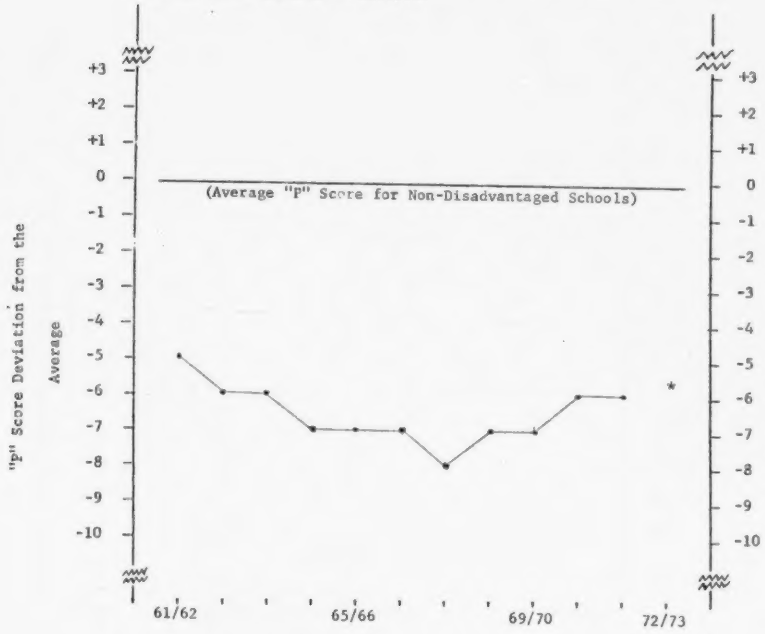


* Data not yet available

Figure C

Grade 7

Composite Reading and Arithmetic Achievement of Grade 7 Students in the Disadvantaged Schools of Areas II and III compared with the Non-Disadvantaged Schools in the Same Areas for the Years 1961/62 -- 1971/72.



* Data not yet available

MARCH 20, 1973.

Hon. CARL D. PERKINS,
Chairman, General Subcommittee on Education, Education and Labor Committee, U.S. House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: Enclosed is the listing you requested of all of the special accounts we currently use to account for fund sources to the Portland Public Schools other than our General Fund operation. In the time since I appeared before the Labor and Education Committee we have closed out a number of accounts that were carry over from FY 1972, so the total is less than the 192 we carried then. However, I think the number is still large enough to show the administrative problems we have with accounting for special projects.

Sincerely,

CHARLES A. CLEMANS,
Director, Intergovernmental Relations.

Fund, source, and project	*Fund No.*
ESEA, title I:	
Disadvantaged child program:	
Area I	J5
Area II	J6
Area III	J7
Waverly Children's Home (neglected)	T9
Villa St. Rose (delinquent)	(1)
Salvation Army, Portland (neglected)	(1)
Parry Center for Children (neglected)	T7
Seghers House (delinquent)	Y9
Carroll House (delinquent)	Y1
Alfred Yaun House (delinquent)	(1)
Boys and Girls Aid (neglected)	(1)
Inn Home for Boys (delinquent)	(1)
Regional Facility for the Blind (handicapped)	H8
Acheson House (delinquent)	(1)
Regional Facility for the Deaf (handicapped)	H7
Early Childhood Preschool Program (handicapped)	T8
Holladay Center (Handicapped)	K9
Shriner's Hospital—Summer	(1)
Disadvantaged child program:	
Area I	D1
Area II	D2
Area III	D3
Waverly Children's Home (neglected)	D5
Villa St. Rose (delinquent)	T6
Salvation Army, Portland (neglected)	T4
Parry Center for Children (neglected)	D9
Seghers House (delinquent)	M7
Carroll House	D7
Alfred Yaun House (delinquent)	D6
Boys and Girls Aid (neglected)	T4
Inn Home for Boys (delinquent)	T5
Regional Facility for the Deaf (handicapped)	D4
Early Childhood Preschool Program (handicapped)	E3
Shriner's Hospital—summer	H6
Production of braille and large print material	H4
Multnomah Boys Center (delinquent)	D8
ESEA. Title II: Instructional Materials—Joint Libraries	98
ESEA, Title III:	
FOCUS	J1
Reading Power for Madison students	R4
Rivergate Career Education	J3
TREND	76
Vocational Training for Low-potential students	H5
Whitaker Living Lab	J4
Experience in cardboard carpentry (TIP)	P9
Exploring Your Future (TIP)	P8
ESEA, Title VI:	
Application of Learning Systems in Child Reeduation Setting	M1
Classroom Experience for Multiple Handicapped Children Living in a Nursing Home Environment	M5
Classroom Services to the Emotionally Disturbed and Learning Disabled	M2
Handicapped Children's Early Education Program	M4
Preschool Program for Children with Special Needs	M8
Special Itinerant Program for Children with Extreme Learning and Language Problems	M3
Special Services for Deaf-Blind	H9
Civil Rights Act, Title IV:	
Inservice Education	A6
State Civil Rights Program	K4
Corporation for Public Broadcasting: KPBS Radio	A2

[1] Fund number not yet assigned.

Fund, source and project	*Fund No.*
Department of Labor:	
Neighborhood Youth Corps	N3
Do	N4
Do	N5
Do	N7
New Careers	N2
Public Employment Program	P1
Public Services Employment Program	P2
Residential Manpower Center	R2
Department of Transportation: Driver Training	17
EPDA:	
Career Opportunities Program	A4
Differential Staffing Project	T2
National Teacher Corps	T3
Professional Improvement Personnel	C5
Project TREND	A7
Urban Teacher Education	A3
Environmental Education:	
CATCH	A9
STEPS	A8
HUD (Model Cities):	
Teacher Training Project (Educational Aides)	18
Early Childhood Education	E4
Metropolitan Area 4-C Council:	
Jefferson/Adams Day Care	F5
Extended Day Child Care	F4
Sabin/Parry Center	F2
Preschool Expansion	F6
1972 Summer Early Childhood Education Program	F3
Office of Economic Opportunity:	
Head Start (early childhood education)	E9
Follow Through	58
Oregon Arts Commission:	
Artist-in-Residence (Franklin)	R9
Artist-in-Residence (Area II)	K5
School Program Planning on the Visual and Performing Arts	96
Oregon Mathematics Education Council: Metro Lab Center	K3
State department of education:	
Oregon Mutuality of Planning	J9
University of Oregon Medical School—Special Day Care Center	M9
City of Portland:	
Summer 1972:	
Albina Sports Association	N6–1
Lane Elementary	N6–2
Administration	N6–3
Vocational Work Experience	N6–4
Couch Elementary	N6–5
Washington High School	N6–6
Lunch Program	N6–7
Ford Foundation: Boise environmental education project	48
ITA Foundation: Research Project	T1
John D. Rockefeller III Foundation: Arts Curriculum Development	J8
Various Foundations: Reading Development program	R5
Cash donations: KBPS Sunday programs	S9
Multnomah County IED:	
Audiovisual program	23
Donald E. Long Juvenile Home	Y7
State department of education:	
Boys and Girls Aid Society	Y6
Regional Facility for the Blind	Y3
Regional Facility for the Deaf	Y2
Holladay Center	Y8
Shriners Hospital	Y4
University of Oregon Medical School	Y5
U.S. Department of Agriculture: Summer 1972 Cafeteria Fund	35
Vanik Act: Summer 1972 Day Care program	42

Fund source, and project	*Fund No.*
Vocational Education Act:	
Health Careers Exploration—Roosevelt	B1
Wood Construction (Home Remodeling)—Adams	B2
Regional Facility for the Deaf	B3
Roosevelt Comprehensive Cluster Curriculum	B4
Health Occupations Inservice Education	B5
Art Marketing	B6
Work Experience Developmental Program—Area III	B7
Vocational Village	B9
Demonstration Center for Career Education Exploration Programs	C3
Curriculum Development for Career Education Exploration Programs	C4
Staff Development for Career Education Exploration Programs	C5
Diversified Occupations—Cleveland	G3
Diversified Occupations—Madison	G4
Cooperative Work Experience—Roosevelt	G5
Personal Finance—Jackson	G6
Consumer Education	G7
Phase II of Implementing a K–6 Resource Guide for Career Awareness	G8
Marketing Cluster Developmental Center—Madison	G9
Identification of Inservice Personnel Development in Career Awareness	K1
Career Education Planning	K2
Distributive Education Consultant	V1
Work Study	V2
Industrial Mechanics—Adams	V4
Metals Development Center	V7
Vocational Education—Whitaker Middle School	20

Mr. QUIE. Before we ask questions, Mr. Harold may present his testimony.

Mr. HAROLD. Thank you, sir. I am an elementary school principal in Portland, Oreg. I have 23 years' experience, most of which has been with children who live in the inner city: low socioeconomic children. Six of these years, immediately past, I have been involved as an administrator and director of a program which spans over two schools and a thousand children, which is entitled Follow Through.

I am sure most of you are aware of this as being a sequel to the Head Start program across the country, an inadequate sequel in numbers, but I think it is a good sequel.

It is designed to build upon the support given the child in the Head Start program and perhaps do most of this during these very formative early years from kindergarten through the third grade.

The Portland project is in the sixth year. Nationally, it has been recognized as one of the most effective compensatory educational programs.

Of course, all of us involved in the program would admit that the major factor in this success is the funding level. The Follow Through children, those who are the target children, are funded at a level of about $600 to $650. More is spent if the child or if the school program is connected to a sponsor.

We happen to be self-sponsored. We are not connected to a sponsor as most of the Follow Through programs are.

The second most important factor is that we are working with the very young and very malleable child in his very early years. This is when the changes have to be made if there are any to be made.

I am kind of a radical along these lines of funding primary education. I think if I had my personal way, if I had personal control over this whole funding operation. I would put 90 percent of the Federal funding down on the very formative years of childhood.

I don't think I believe in pushing children at all, but do believe funding them adequately so changes can be made when they can be made.

Mr. QUIE. Why don't you put the funding down at the early age?

Mr. HAROLD. I am trying my best. I have two schools, and all of these funds are applied to the kindergarten through the third grade. I don't think we can be strong enough with emphasis on care and special help that children get in these early years.

I think this has been attested to by the Head Start program. I think the Head Start program has again received a lot of lumps from various and sundry people, but in my mind I think it is probably the most valuable program going today to prepare the young child for school.

We can attest to this by statistics offered, by the screening which is done with all of our children as they begin the formal years of school at the age of 5. They come to us with many, many things that they would not have if they had not had Head Start.

In last fall's screening out of 100 children in the building who were former Head Start children, we have at least three who are already reading and have magically put together this thing of symbols and words and sounds. I am not attributing this fact especially to Head Start, but I think to the fact that they did have the experience, it was allowed to be put together by the child. We had five who were ready to read. This is upon entrance in our school.

We can take no credit for this at all. We have 15 who knew all of their ABC's, all of the capital and lower case letters, and recognize them not as an alphabet song, but recognize them.

We have 26 who know more than half of their ABC's.

We have 21 children among this group who can hear beginning sounds, and this is very important in reading, as you are aware.

We have 33 who can recognize rhyming words.

All of these things are readiness factors which the child supposedly has when he comes out of mother's kitchen in the middle classroom. He has learned to count oranges. He has learned to bring up two boxes. He has learned that his brother is bigger than he is. He has learned that his little sister is smaller than he is. These are all readiness things.

When putting together programs in education, many sources are brought together to make the strongest impact possible. Such is the case with the Follow Through program.

The Portland School District contributes $850 to the education of an elementary schoolchild. The school, in addition to this $850, contributes another 15 to 18 percent in matching funds to the EOA funds.

Title I is contributing money also at a percentage of around 15 to 18 percent.

In addition to these moneys, there are many kinds of face-off things which are done within a program as complicated as this which do not directly cost the district nor the Federal Government any money but are already existing services.

They are the neighborhood social services, the mental health services, the University of Oregon Medical School within the city, and all of these facilities which are available to the program.

They are available to every program, but it takes a little machinery and a little bit of facilitating help by the staff in order to take full advantage of these things.

So when you cut back any part of this particular package of funds, then, of course, it is like crippling one particular part of a three-legged stool.

I think it is very damaging when part is left out.

I would like to make a plea that when you put any of these funds in jeopardy, it jeopardizes the whole funding process.

When a school district such as Portland enters into a contract with the Office of Education in a program such as this, much effort is made by the district to replicate this program or part of it in many schools which are not fortunate enough to have direct funds.

Portland now has a working plan for reorganizing the inner-city schools. My experience has told me over the past years that when you have 800 children or 600 children and a grade level ranges from kindergarten through the eighth grade and to that unit you apply so much support service, social work, sociological services, nutrition, medical, dental health, much of that support and most of that support is going to go upward, to the upper grades, immediately.

It is going to go upward to grades 6–8, and what we do is reproduce these problems on the primary level by inability to draw those funds back down where they belong during the formative years.

Portland, under Robert Blanchard, superintendent, has already started a solution to this.

My building is about 500 in number. It has kindergarten, first, second, and third grade.

The other building, under William Gerald, the other principal, is 550 in number and has kindergarten through the fifth grade.

The plan in Portland is to replicate Follow Through by creating early childhood centers. These centers would incorporate preschool programs as well as Head Start programs and as well as Follow Through programs; that sort of thing.

This is the idea. The children who are the upper graders now in these inner-city schools would then be bused out to middle schools, or the primary inner-city schools would contain children from inner-city Head Start schools and also children from outside. Children would be bused in on a magnet type of school effect. This is what we have now in Portland.

Mr. **Dellenback**. Excuse me, you said you planned to stretch that through fourth grade next year. Are you reaching them——

Mr. **Harold**. I had reference to the opposite, reducing, kindergarten through five to kindergarten through four.

Mr. **Dellenback**. I misunderstood. Actually, you are restricting it in what you plan to do.

Mr. **Harold**. I would like to see this happen, but it depends on national funding, and so far they have not seen fit to extend this to the fourth grade. I think Follow Through is a term which is a handy term to use, but I think that kind of effort should be put into these children as long as we need it.

We shouldn't say, OK, the third grade, you are cured and go ye into the world. I don't think that is the way it works at all. I think long-range plans such as these have to have a couple of ingredients that are going to be worked successfully, and that is they have to have a stability of funding. They can't have funds applied 1 year and then not have the fund the next year.

My problem in hiring and curriculum changes in workshops just don't become manageable if the funding level is fluctuating.

Other guidelines which we have to adhere to pretty distinctly such as PPBS system, Portland's program-planning-budget system, does not let that amount of leeway be there.

In other words, you have to have some future kinds of plans which are pretty hard and fast. Otherwise, I think contemplating cutting or unreasonably reducing ESEA funds would make the prospects of completion of most plans like this remote and would delay realistic education for at least thousands of our children in Portland.

I think all of us would agree that parent involvement in children's education is a very necessary ingredient. I am sure all of you consider yourselves well involved in your child's education.

I think one of the problems that the inner-city child has is that his or her parents is so involved with the economics of life, putting the bread on the table, that they can spend less than a desirable amount of time with their children.

This is very important to the preschool child. My concept of parent involvement is that I think they should be involved for a particular reason, to underscore or support the educational experiences which are offered the child in the school and in the home, and to make the two relate and complement each other.

That is my idea of parent involvement. I think other concepts of parent involvement enter into other areas. But that is my reason for it. I think that is why it is valuable.

We have done several things in the school program which are valuable and are made possible by the inclusion of title I money in the budget as well as other money.

Much emphasis has been placed on parents volunteering their time in school. I am sure across the country there is a large movement to encourage parents to spend more time in the school building to supplant or to complement the teacher's effort.

This has been suggested many times as a means of support to solving inner city school problems. I think, looked at realistically, that middle-class parents, who have an opportunity to budget their time and have more free time to start with, can volunteer and do this successfully.

But we are being a little unrealistic when we talk about the inner city parent or low socioeconomic parent volunteering enough in the school to give her the same appreciation, and I think that is what the parent should be involved for, to give her the same appreciation as the middle-class parent.

We have to have something more to entice or something more to actually get that parent involved in her child's education.

The first and best way and the one we found the best way is to hire the parent to become a part of the instructional staff. We have done this in the program. We have a teacher aide or paraprofessional who is a parent of young children and in many cases a parent of a child in the program for every teaching station in the school.

This parent as an employee begins to add to her view of education. I think many of the problems with inner city parents regarding education are that their experience in school was very unsuccessful and of course they transmit this to children through their attitudes.

I think that having parents involved allows them to change some of this attitude and this not only helps their children but they help the preschool children.

In order to do this, other things are necessary.

We have a supplementary training program which allows us to train parents as they come into the school, both immediate kinds of training which allows giving skills to operate in the library or in the classroom.

It also involves long-range training which involves sending them to the community college or the local university to let them to enter into the formal educational field wherever they are capable of entering into it.

We have had two or three teacher aides, paraprofessionals, who have come through this training who are now teaching in the classroom as a result.

But the parent who comes in to work in the classroom needs some immediate kinds of assistance right away. They have to be taught such things as, not taught, but at least exposed to the proper way to read a story to the child. The technical thing.

What the number system is all about. What is the concept that the first grade math program is trying to put across.

These kinds of things have to be given to the parent and then the formal background training could be used as well and we do this through STA program which is about $35,000 a year and we take care of the formal training of 31 paraprofessionals with this money. We pay tuition. We buy books. We start classes in the building which are formal accredited classes. It makes a unique educational program for each of the teacher aides.

Again I would like to emphasize that all of these programs, when you put them together, require such things as title I ESEA money in order to hold the thing together.

We involve them in parent interest classes during the day. We use rooms when they are vacant. These parent classes run through a gambit of things such as painting, weight watchers, physical education classes for parents, food buying, budgeting. Whatever the parent desires we try to get a class going with that.

It is not possible to involve all parents in a paid position. We have to look to other means. We have tried several things of involving parents, again with the idea being that we want to involve the parent so her attitude and her value for education at least matches or complements the school's value so they can work together.

This has a double effect. It allows the parent to come in the building on a positive basis. It allows her to wander around and be in the staff room and that sort of thing, to have a cup of coffee with a staff member. When you do this in a school, you have to also allow for other services that the parent might need such as babysitting.

We have two cribs for infants. We have disposable diapers. We have toys. We have all kinds of things within the school building.

I have changed the diapers, I hold a record and I can change the diaper faster than anybody but that is because I have a lot of kids of my own.

I think these are the extra things you have to get involved with. The school is classified as one more institution. It is an institution such as welfare department and health department and the polic department and it is looked upon in homes in the inner city in the same light.

I think we have to make the contact with the homes more positive. They are usually negative. You don't ever write a letter about a child unless he has done something bad. This is the kind of thing schools have lived with for years. You don't have the time. The child in turn recognizes the parents' value or whatever in his early life and this helps form his attitude toward school. But parent classes are a good attempt. They can be improved and expanded.

The third method of involving parents is to involve them for what skills we can give them to later transmit to their child. School curriculums are based in part on what the child brings from home. The child, for instance, brings, as a 5-year-old, concepts by the thousands. He has a concept of what family is. He knows that family means his mother, father, sister, brothers, the dog, the neighbor, the whole business. That is family.

He has a concept of weather, snow, ice, sleet, rain, lots of rain in Portland. All of these are concepts. Children bring these by the hundreds and they get them from their experience, from where they have lived. If we can somehow transmit this experience to the parent who can then in turn transmit it to the child, we have done quite a bit about getting the child ready for school.

The skills involve games to play in the kitchen, stories to read young children, places to take your children. We do things that are not meant to be sensational. We live 80 miles from the coast in Oregon and we take every child in both schools and as many parents as we can get down to that coast every year.

What this does is not give them all a free trip to the coast but it encourages that parent who might have a few extra bucks for gas to get that child down there again to let them know that it is there.

We have taken them to Mount Hood in the same manner which is 50 miles from Portland to allow them the experience of sliding down the hill on an innertube.

These are experiences which apply directly to the classroom. They are not experiences simply to say you are doing something for kids. They really give that child that experience which they build on this school.

Jean Piaget, who is a recognized Swiss psychologist who first proposed ideas of how young children learn back in the 1920's, is now coming to the fore.

He says we assimilate knowledge based on what we knew before. A rather crude example is my concept of a red apple. It might be different than your concept of a red apple.

I come from the Hood River country of Oregon and Washington which prdouces Delicious apples. Your concept of an apple from the South and Midwest might be red, but not quite as red as mine.

I say that Piaget says we learn by assimilating previous knowledge and if we don't have that knowledge, there is no way you can hammer facts and figures and words into children's heads.

You have to provide this initial knowledge.

These then are the three basic methods of attempting to involve parents. I really think it is necessary. You have to involve those parents or we are not going to get any place with education. I think someone mentioned that they thought attendance and mobility were two important factors.

I would like to support that part. I think they are two factors which are very very important but I really think that the third leg of the stool as far as education is concerned is the parent and we have to get that parent behind us in some manner.

If we don't, I think we are largely at least wasting time or wasting some effort.

The child's home environment then is where he builds his foundation of learning. The attitude toward school and value held for learning are very very important and probably the greatest factors in either preventing or promoting educational success for children.

Unless we can get parents to support what is taught in a child's school experience, we are perhaps at the very least wasting much good effort.

We have always known that the home support of education is as important a factor as any factor in education. We see this repeated and repeated. Successful families producing successful students and unsuccessful families producing unsuccessful students.

The very key with success of the inner city child lies with the area of parent support. The tremendous effort of title I in this country over almost a decade has proved that it is just more than materials and books and extra staff members.

You have to do something more than that. Material is not the answer. I can't speak for the amount of parent involvement across the country but I do know in the schools I have visited where there has been a large factor of direct parent involvement, there has also been a large factor of success.

The Follow Through project has also attempted to do something about the concentration of children in the classroom who have a high level of economic deprivation. In the two schools I am involved with we have invited other children to attend the program with the Head Start child. We reach out into neighborhoods which are in the peripheral areas of the inner city and reach out to what I term "peanut butter and jelly" kids. They are not especially affluent. They are simply coming from stable families. They have the ordinary factors a family is supposed to have.

We invite them to come to school on the basis of what we can offer that child, both the social experience and the academic experience with the Head Start child and then we, by chance perhaps, involve inner city parents with parents who are not inner city parents. This is a very important part of the program also.

We do this by visiting "kindergarten round up" activities which take place in the spring. We talk to groups of mothers and let them know that they are members of the city of Portland and, whether or not they live in inner city or outer city, it is very important that their children and themselves are aware of what that city contains.

I think if we don't do this early enough we are going to reach the point where we are not able to do it and I think we can probably see this today by looking at many of the juvenile correctional institutions.

I think we are doing less than successful things with that age group.

I think it is kind of late by that time.

Mr. Harold. I would like to thank you sincerely for having me here this morning. I would like to answer any questions you may have.

Mr. Quie. Thank you, Mr. Harold. You speak quite glowingly of the parents' contribution and participation in the Follow Through program. You are not the first person who has testified here indicating pretty substantial results that have occurred from that. Do you think it is possible to write legislation which either require or encourage parent involvement or do you think we ought to leave that to the education systems?

The reason why I ask is that many individuals I have talked to about parent involvement found that it was difficult at first to get the education profession to accept that. They would like to teach in isolation if they could.

Mr. Harold. There are two things I would like to say. One is that, no, I don't think it would create any problems to make that a required part of the legislation to involve the parents. I have allowed parents in this program entrance into a lot of things. We are required with the Follow Through program to try very hard to enter parents into all levels, both the classroom, the decisionmaking process as far as the program is concerned, passing, approving, putting input into the budget as it is made up over the years, hiring, involvement in the problems of the school, and that sort of thing.

We have involved parents as far as hiring staff members, both teachers and teacher aides. We include a parent, a teacher, myself, a unit leader—who is the curriculum person in the building—and we interview five or six candidates. The teacher candidates are certified by the personnel office in Portland. They have to do research as to whether or not that person is certified to teach and whether she is basically qualified.

Then we may choose between five or six teachers which are offered to us, one of those teachers. I found input from parents very valuable. I allow it. We have a little form which we made up which has a rating scale. It gives a little information about the teacher or teacher aide, her background or experience, and then there is a rating scale 1 to 10. What is this person's attitude? What does she think about her own family? How are her children viewed in her eyes? And that sort of thing.

When you get that input, I think this a very good thing. I don't see anything wrong with this at all. I have never had problems as I read about parents trying to take over the school. They don't want the school. They have enough problems. They will leave the school to you. They want to be asked and involved. I think it is a very just and valid request.

Mr. Quie. All children in the Follow Through program are Head Start children?

Mr. Harold. Yes.

Mr. Quie. Are you able to take care of all of your Head Start children in the Follow Through program?

Mr. Harold. No, sir.

Mr. Quie. Have you any comparison among the achievement of Head Start children who went through the Follow Through program, the Head Start children who didn't go through the Follow Through program, and children in similar circumstances who went through neither Head Start or the Follow Through program?

Mr. HAROLD. Yes; we have some statistical data. The one regarding whether the child had a year of Follow Through along with Head Start as opposed to the child who has had either only Head Start or has had neither Head Start nor Follow Through. This goes back as far as 1969 and 1970.

We have just put through our first cadre of children in the Follow Through program. Stanford Research is monitoring this program and doing the testing. They have not yet produced, on that third or fourth level child, the statistics which would say he is better off or not. We have the local statistics which are city tests, which would say that they are. We have information on the child from his first grade to second grade level and it compares him with another inner-city child who has not had either Head Start and the Follow Through nor maybe even the Head Start and he comes out significantly ahead, yes. He is better off achievementwise.

Mr. QUIE. Do you have any of that information with you?

Mr. HAROLD. I have it in my office.

Mr. QUIE. Could you send that to us?

Mr. HAROLD. Yes.

Mr. QUIE. To what extent has this program been replicated with local and State funds for other students?

Mr. HAROLD. As far as replication is concerned, it has been replicated in part and that is like systems used within the program or materials used within the program, but not with this kind of a funding level. It isn't very likely that it will be replicated totally.

I think the best that can be hoped for by a district across the country is that they will be able to get out of this methods of teaching, organizations of children, materials used or whatever as far as replicating the program is concerned. It is too high a funding level. If you add those funds together, it comes up to around $1,700 per child.

Mr. QUIE. I didn't quite add up the figures you have in the appendix here that far. Are these the figures you are talking about? It seems to me they end up to about $1,500.

Mr. HAROLD. Well, the district contribution to that child's education is $850.

Mr. QUIE. You have $866. Oh, that is the total for the program. So $850 is the local?

Mr. HAROLD. That is local and Follow Through money amounts to $600 or $650, depending on what program you are in. Then title I money of $235 in addition to that. So if you add them all up, you are up around $1,600.

Mr. QUIE. Are we getting double the results for double the money?

Mr. HAROLD. I suppose that is right.

Mr. QUIE. Do your figures show that? You said substantial improvement in the achievement of the child.

Mr. HAROLD. Yes; but I would like to add that I don't think achievement is the whole answer. I think achievement scores are often interpreted as winning the ballgame and I don't think that is true. I think the attitude of the child is most important.

Mr. QUIE. What if they didn't achieve anything more? Would it still be a success?

Mr. HAROLD. No; I don't think so.

Mr. BELL. Will the gentleman yield?

Mr. QUIE. Yes.

Mr. BELL. I am wondering, Mr. Harold, do you have enough children involved in the Stanford achievement testing program to remove the factor of two individual children being different? Are you going to get a reliable overage?

Mr. HAROLD. I don't think we will in our local operation, but I think Stanford will be able to discount the factor.

Mr. BELL. How many children are going to be involved in Stanford?

Mr. HAROLD. Across the country, about 79,000 children.

Mr. BELL. Thank you.

Mr. QUIE. Mr. Clemans, how do you account for the mixed bag on achievement for title I money? You made increases and then you slid back again.

Mr. CLEMANS. You are referring to the data appended to my written testimony?

Mr. QUIE. That is right.

Mr. CLEMANS. Since all of the data that is included in these charts in figures A, B, and C, is composite in nature, I would suggest we not try to read too much in them other than the overall trends they indicate. We start out with the year 1961 and 1962, which predates compensatory education; 1965 and 1966 would be the first year we have had compensatory programs.

In figure A, the third grade material, it looks like from the inception of compensatory programs that the line largely goes up.

Mr. QUIE. Then you slide back though. It didn't keep going up

Mr. CLEMANS. I would question whether or not the one point difference, as indicated by that slide, is significant. I think also it would require future years' data to see if it is another general downward trend or if it is a slight drop for a brief period of time.

Mr. QUIE. Grade 5 shows that it didn't do much good.

Mr. CLEMANS. I think my written testimony indicates the worst that we can say about compensatory education is that we have had a "holding action" in the face of a differential in student population and I think I would use that term in describing what you see on this chart.

Incidentally, grades 3, 5 and 7 are the only grades on which we have achievement data for those years. Grade 7 would probably be a more classic V shape: Decline until compensatory education and then increase. I would also like to suggest that classical V shape is mostly accidental, data usually don't come out that way.

Mr. QUIE. Have you figured out what works and what doesn't, and have you abolished those programs that didn't work and expanded those programs that did?

Mr. CLEMANS. Yes, sir, we have. But I would say it is not as much a question of abolishing those that don't work as it is an evolutionary change that has omitted those practices that have not been as successful as others.

I think if I could make a generalization about the programs that we found that work, I would say we emphasize those programs that deal with basic skills.

That is true not only for young children, but also for those programs we operate in the middle and high school years as well.

Mr. QUIE. You were critical of the title I formula. Do you have any suggestion of what would be a more equitable way of distributing the money?

Mr. CLEMANS. Yes, sir, the main criticism I have of the formula as it exists today is that it is out of date and it is based on the 1960 U.S. census. I think logic would dictate that we move as rapidly as possible to the use of the new data which is available from the 1970 U.S. census.

Mr. QUIE. That is obsolete, too; isn't it?

Mr. CLEMANS. It is 10 years newer than the data we are using.

Mr. QUIE. It will be 4 years old rather than 10 years old?

Mr. CLEMANS. Yes, sir.

Mr. QUIE. Have you had a chance to see any of the dramatic shifts in monopolization or dramatic reduction in some States of number of children at various income levels, such as families of $2,000 or less and those from $3,000 or less and $4,000 or less?

Mr. CLEMANS. No, I haven't. I am not aware of those shifts.

Mr. QUIE. I had a chance to see them. If it was that dramatic a shift in 10 years, you could imagine that it must have had about two-fifths of the effect now in the 4 years as well. Do you think that there is any way other than poverty that you could determine who needs the special help from compensatory education?

Mr. CLEMANS. Yes, sir. The compelling reason for compensatory education is obviously that some youngsters are not making it educationally. So educational need is obviously an index. At the local level I could comment on one chance for observation that we have had on the use of educational information. That has been in the arena of parochial public school participation. We went for a number of years with parochial schools participating in title I programs to the extent that they could, "Do a good selling job on us."

More recently, in the last 3 or 4 years, we have moved to an objective testing situation where parochial school youngsters are tested on the same achievement tests we are using in the public schools. So we get a very precise comparison of educational need.

I think that has added a degree of objectivity to the participation of parochial youngsters and it has certainly ended some of the headaches we have had in terms of arguing, "Who should have how much program?"

Mr. QUIE. In your testimony you indicate that there is a budget of $2 million serving about 8,500 youngsters. An additional 7,000 youngsters qualified for compensatory services. Are you talking about those who come from families below $2,000 income based on the 1960 census plus AFDC figures?

Mr. CLEMANS. Yes, sir; I am. That figure would be increased if we would go to more recent information.

Mr. QUIE. I understand that. Now, in a study, Dr. Glass indicated that 21 percent of the educationally disadvantaged children come from families with an income of less than $3,000. About 44 percent come from families with an income between $3,000 and $6,000. The rest of them, approximately 35 percent, come from the families above $6,000.

If that should hold true, how many youngsters would you estimate really should have the benefit of title I programs in your Portland schools and do you think all of those who happen to come from welfare families and from families with less than $3,000 income for a historic period are educationally disadvantaged?

Mr. CLEMANS. To answer your last question: No, sir, not all economically deprived youngsters are also educationally deprived. The correlation in our local situation is very high. The likelihood that a kid who comes from an economically or culturally deprived family is also going to be educationally disadvantaged.

At the same time I would concede that there are youngsters who would definitely be categorized as economically deprived who don't need compensatory education. I think evidence of that is here in this room.

I would like to think we come from backgrounds of that sort and don't feel too educationally deprived. To also talk about the practicality of how that operates, once a school has been designated as a target school, then the criteria of economic identification are no longer required and the youngster then who needs the service receives it irrespective of family income.

That as an operational procedure has worked pretty well.

Mr. Quie. Have you done any testing to find out how many children who are not on welfare and their families make more than $2,000 receive benefits of title I programs in target schools?

Mr. Clemans. We have great difficulty in gathering specific economic data about families, as I think you would understand that we would, so we have not done specific correlations naming youngsters. We have done some correlations between groups of youngsters as represented by school attendance areas. That indicates that the correlations are quite high between economic and educational deprivation.

Mr. Quie. That is what I always find. Everybody is doing it that way and nobody seems to do the study except for the Glass study within the school. I would like to look at the target schools and see how it does correlate with the income and then go to the nontarget schools and see how their achievement correlates with the income. I bet some millionaire kids could be educationally deprived.

Mr. Clemans. Yes, sir; I would agree.

Mr. Quie. I will yield to Mr. Bell.

Mr. Bell. Have you done any percentage work regarding youngsters in a deprived status who are also educationally deprived?

What is that correlation?

Mr. Clemans. Rank ordering school population on the basis of economics and on the basis of education achievement as measured by standard tests indicates there are correlation between 0.85 and 0.90. I believe this is fairly high and quite significant.

I would like to suggest that it works both ways. For every youngster who is educationally disadvantaged, who comes from middle-class or affluent background, there is also the youngster from the poor background who is educationally sound or advantaged.

Mr. Bell. I would appreciate your personal opinion on the Federal programs. You spoke earlier about grant consolidation. For ease and simplification, could grants be consolidated at both the Federal and the local level? For instance, could title II of ESEA be combined with title III of NDEA?

Could the Environmental Education Act be merged with ESEA title III?

Mr. Clemans. Yes, sir. You indicate that this might be done for reasons of, I would suggest, administrative efficiency. I would also like to suggest it could be done for reasons of educational effectiveness. There are a number of reasons why I would advocate the consolidation of many of the categories of funding that we currently participate in. To mention a few: One is that we have a proliferation of advisory committees. Each piece of legislation seems to require a new advisory committee.

Obviously, each piece of legislation requires one or more separate grants.

In some cases, we are operating with programs that are no longer needed or where the urgency is not as great as it was previously. Another point is that we oftentimes have to put back together, as I think Mr. Harold's testimony indicates, Federal programs at the local level to make them effective and to serve youngsters. We must put back together the programs that come to us in fragments depending upon the legislation.

So I would support grant consolidation with the stipulation that I would not want to see programs of a national priority nature such as programs that serve dsiadvantaged, the ones we have been discussing, programs that serve youngsters from bilingual and handicapped backgrounds. I would not want to see those broad categories of needy overlooked or lost in a grant consolidation program.

Mr. Bell. How much redtape is there in the administration of title I? How much could be eliminated by the better administration of title I? In other words, under the present system of operation, do you feel that title I is engrossed with substantial amounts of redtape that keep some of the teachers and administrators preoccupied with it while others are never involved?

It is so complicated that some administrators and teachers don't even realize the areas in which they could benefit.

Mr. Clemans. Yes, sir; I think that is true. There must be some universal condition working here inasmuch as programs of this sort seem to become more, rather than less, complex as time goes past. Administration and regulation do require administrative time and probably do sap some of the energy of a local school system's ability to serve youngsters.

Comparability is one example in title I. We support and endorse the concept of comparability, which, simply stated, says you will support your title I target schools with local funds in an amount at least equal to the average of nontitle I schools with local money prior to putting title I money in the school. That is simple to say, but it is hard to do, or at least to report on.

We will put in a good man-month of clerical and administrative time in our school system completing the report that is required to prove that we are comparable. That is one example and there are many others that could be cited.

Mr. Bell. What is the average excess cost for education of the disadvantaged in each of your cities? How would you define excess cost?

Mr. Clemans. The costs that would be over and above the average of local expenditure from State and local sources. We talk about excess costs on a Federal basis, and in Portland it is about $235 per youngster. In addition to that, we have a special grant from the State legislature for compensatory purposes of $1 million a year. This is concentrated in those schools which have the highest concentrations of disadvantaged youngsters.

In those programs we are concentrating an additional $200 per youngster from State funds. So the excess costs in our high-target or high-priority schools would be in the neighborhood of $435 or $450 and, in the secondary target schools, about $235 per youngster.

Mr. BELL. Would you favor the concentration of 75 percent of title I funds on math and reading?

Mr. CLEMANS. Yes, sir. Perhaps even a little higher than that. I would say on basic communication skills, which would include not only reading, but all aspects of communicating, which are essential to success.

Mr. BELL. Last week Dr. John Porter, Michigan school superintendent, told us about splendid results they had received by focusing efforts on programs of individual diagnosis and remediation. How do you feel about that type of approach?

Mr. CLEMANS. I am very favorably disposed to it, sir. First of all, I think it is very easy for school administrators to fall into the numbers trap. We are tempted to talk about the averages, such as "We raised the average achievement of our school system by X amount in Y period of time."

The Michigan plan, of which we have been apprised and are looking at with great expectation, does almost the opposite inasmuch as it focuses the attention of all staff members on the individual youngster and to that extent I am very favorably disposed.

Mr. BELL. In your opinion, what are the common elements of good in title I programs?

Mr. Harold, any time you want to break in or add something please don't hesitate to do so.

Mr. CLEMANS. I was thinking maybe Mr. Harold would have a comment on that and I think his comment would be, correct me if I am wrong, Bob, the single most important ingredient is staff. I am not talking about the number of staff, but effective staff that understands the needs of the youngsters.

Mr. HAROLD. I would agree with that. I have spent a long time in the classroom by choice. I have only been an administrator 8 or 9 years. I think my concept in my early days of teaching was that I was supposed to go to the school close the room door, get the kids in and I was the domain and I was the all-powerful expert person.

I think those days have really gone by the board, but we still have people around who think they are the thing, they are the teacher in the classroom. I think the essential element that Chuck was talking about as far as staff is concerned is a person who is willing to join the consensus arrived at by the staff, a person who is open minded and a person who is literally open doored as far as their classroom is concerned and will allow people who are better able to help them or perhaps allow them to help people who are not quite so able.

I think that is essentially what he is talking about. It is a fluid kind of a thing.

Mr. BELL. I want to move to a slightly different line of questioning.

Last year the administration bill for revenue sharing specified that money for educationally disadvantaged would pass through to the local level and would only be spent for that purpose. How does that differ from the current handling of title I? What guarantees are missing, if any, that you think should be included?

I detect a slight similiarity to your comments about grant consolidation and revenue sharing in some area. Would either of you like to comment on that?

Mr. CLEMANS. I think my comments on grant consolidation would certainly apply here. The only stipulation I would like to place, or any comment I would make, is that the basic intent and purpose of the program; that is, focusing on the disadvantaged, not be lost. I think it is that simple. We would not want to see the funds diverted from that basic purpose.

Anything that would make getting the funds to the school system more efficient and effective would be successful.

Mr. HAROLD. I would agree with that and I have no additional comments.

Mr. BELL. Do you see any reason why that couldn't be done? Is there any reason to think that revenue sharing would not be made effective considering that which you just stated?

Mr. CLEMANS. No, sir. I think those safeguards could be built in. I think it would be a tremendous step in the right direction. I would, of course, want to reserve comments on the specific nature of it until there was something specific to react to.

Mr. BELL. Incidentally, Mr. Quie asked a question a few minutes ago relative to the impact on youngsters that could be fairly affluent or middle economic class, if you want to put it that way, or lower economic class, that there can be educationally deprived children in all categories. I think you were quite emphatic in your comments that the overwhelming majority of the problem lies with those who are economically deprived.

I agree that there seems to be a correlation between the economically deprived and the educationally deprived. But do you see the possibility of gearing Federal money or other money toward just educationally deprived without losing something in the mixing of the status of economically and educationally deprived?

Mr. HAROLD. I would like to offer a comment. We have been at the business of compensatory education for the last 8 or 9 years. I think the families that we were aiming at at that time, the target people who were economically and educationally disadvantaged, might perhaps be economically advantaged, but the children are still there and the family values and the environment of the child in many cases are still there.

So I think there is room for considering the child who, I don't know how you would guideline this, whether one who was economically disadvantaged within 8 or 6 years, but we still have to consider that child as an educationally disadvantaged person even though his parents' income have risen by the opening of industry to minority groups even though it has gone up to $8,000 or $9,000.

We are still dealing with the factors which produced that educational deprivation. I think we should have to consider that.

Mr. BELL. Would you agree with that, Mr. Clemans?

Mr. CLEMANS. Yes, sir.

Mr. BELL. Thank you very much.

Mr. Dellenback?

Mr. DELLENBACK. Thank you, Mr. Bell. We apologize for not having had the chance to officially welcome our colleagues from Oregon when you began your testimony. I am not on this particular subcommittee, but I felt that the presence of both of our witnesses who are on the stand at the present time was important and I welcome a chance to be here. I think what you have had to say has been very helpful.

I won't be too extensive in the questioning, but I would ask Mr. Clemans, as far as what your testimony is concerned, in talking about Portland, you make the reference to an increasing proportion of the population bringing severe problems to be solved while a decreasing proportion brings solutions.

Would you say anything else about that? Would you elaborate on that for us?

Mr. **Clemans**. Yes, sir. Many of the problems that have characterized the large urban areas, particularly in the East, are beginning to manifest themselves in Portland now and we can see the encroachment of urban social problems, of urban blight. Although it is not readily apparent to the casual visitor to the city, we see an increasing number of families on welfare and we see an increasing number of affluent, middle-class families, who have fled to the suburbs.

The suburbs around Portland are among the fastest growing communities in the Nation and yet Portland is pretty much holding its own in terms of population and the school system is seeing a decline in its population.

Mr. **Dellenback**. Which means that the population in the city is aging and from the flight to the suburbs that the economics are shifting against the city of Portland. Is that what you are saying?

Mr. **Clemans**. Yes, sir. And specifically the school staffs who work with youngsters directly can note, from year to year, and can see the decline in value in which education is held on the part of families and youngsters.

Mr. **Dellenback**. How about the real property tax base in Portland? Is industry coming in to pick up part of the slack so that in one sense benefit rises from the fact that the school age population is declining while the tax base is remaining stable or rising or is that not the case?

Mr. **Clemans**. I don't believe that is the case, sir. I think any benefit we would see would be due to only inflation and the value of the property that exists in Portland and also the benefit we would get by dividing a lesser number of youngsters into the total tax base.

Mr. **Dellenback**. So you see the educational problems in essence and in summary as increasing in the city steadily as the years are marching along?

Mr. **Clemans**. Yes, sir, and we are yet more and more handicapped each year in our ability to answer those problems.

Mr. **Dellenback**. You also in your testimony speak in terms of the voluntary desegregation plan in Portland. I am not sure that there are many who know about this. Could you give us a brief addition to what was in your prepared testimony as to what this plan really consists of? How does it actually work in Portland?

Mr. **Clemans**. Let me mention, first of all, what we would like to be able to do and we are unable to do because of fiscal problems and then to tell you what our other answer was as a second measure. Our initial plan was to develop a better educational response to the needs of education in an urban area. We are still operating on the 1st through 8th elementary and then 9th through 12th secondary system, largely in the city of Portland. What was planned was to develop programs along the lines that Mr. Harold has described in early childhood education, ages 4 through grade 5 in the center of the city, and allow, by free choice, a mix of people from different educational and racial backgrounds in those schools. At the same time we would create an intermediate school in the surrounding area. around the center of the city, which would serve youngsters from grades 5 through 8 or 6 through 8.

This sort of operation required a substantial investment in capital improvement to upgrade our declining physical plant. We were unsuccessful in achieving the funding that would be required to do this in a voter rejection, by about 3 to 1, at the polls. So we have had to fall back to a plan that we think is less satisfactory than that. It is a voluntary one-way busing program where minority youngsters, by and large, are given the opportunity and the option to be transported at district expense to the more suburban schools.

We currently have participating in that program about 1,600 out of a population of 5,500 black youngsters from the center of the city. That operates also with several of our suburban school districts. We have a plan whereby about 100 of our minority youngsters are transported to the suburban districts outside Portland.

Mr. DELLENBACK. Are all of those who want to participate in such a voluntary program permitted to do so or do you have to limit it?

Mr. CLEMANS. The limitations placed on it have to do with the capacity of the receiving school to accept the youngsters. In other words, if a family makes a choice of a school that does not have capacity or also has problems related to racial composition, then that request would be denied. But by and large it is open to everybody who asks.

Mr. DELLENBACK. I am asking whether, as a practical matter with the limitation that you allude to, the receiving schools are possessed of sufficient slots so that they can take care of all of those who ask for this type of one-way transportation?

Mr. CLEMANS. Yes, it is available to all who ask.

Mr. DELLENBACK. Can you tell me a little bit about one aspect of title I that we have heard some testimony about as far as it applies to the Portland schools. Do you find that title I tends to segregate at all? We have had some testimony from at least one witness who came from the Southern part of the United States, indicated that in her district she felt that title I is tending to block desegregation because title I funds are concentrated and the children for whom the money is earmarked are, in effect, being juggled around in order to get the maximum impact from title I and that means that they are shifting into a segregated rather than a desegregated situation.

Are we finding anything like that in Portland?

Mr. CLEMANS. It is a problem we have to deal with constantly. It is more convenient to put disadvantaged youngsters in one room or in one school and bring there all of the services and programs that will help those youngsters. Administratively that is easier to do. If we were running education on an assembly line, I am sure that is what we would do in all cases. But because we have the human aspect, and I think this goes beyond issues of race, it goes into issues of economic and cultural background. Poor youngsters from majority families also need associations with kids from other sorts of socioeconomic backgrounds. So it is something we have to guard against constantly.

We don't have good answers particularly in this administrative transfer program when we have youngsters who are being transferred to receiving schools. We have great difficulty in bringing compensatory services to assist those kids because we have to concentrate the efforts on each one of those kids.

I guess my answer is "yes," it is a problem. It is one we have to guard against constantly. It is one for which we don't have all of the good answers.

Mr. **Dellenback.** In the Portland system is it the experience that you do tend to concentrate not the dollars on given subjects or dollars on given schools, but in the areas where the youngsters are maximized? Are we, in effect, in Portland shifting youngsters in this way and thus, in effect, in one way or another moving away from integration?

Mr. **Clemans.** No, sir, I think the opposite would be true because we are willing to bite the bullet on attempting to design more creative programs so that the youngsters can be assisted in the integrated desegregated setting.

Mr. **Dellenback.** With the problem then that the dollars are dispersed and thus less effective unless they can be increased in amount, do you find in title I, which would apply less in the situation you talk about, but in most areas where there are young people who are given the special kind of help that title I makes available, do you find much outward mobility in those youngsters under our title I programs in Portland? Do they tend to be so helped by the services that they move toward no longer needing those special services?

Mr. **Clemans.** Of course, the best thing we could do in programs of this sort is to work ourselves out of business.

Mr. **Dellenback.** That is right. Is it happening?

Mr. **Clemans.** To a degree it is happening, particularly where we find youngsters who have a handicapped condition in high school where the improvement of their ability to read by 2 or 3 or 4 gradeyears, then we are able to move them out. And this is one of the greatest motivating factors.

I don't mean motivating them inasmuch as they want to get out, but motivating them in being able to work their way out. So I think we are seeing kids getting out of programs that are not being stereotyped and stamped and stigmatized and forced to take in.

Mr. **Dellenback.** You have gotten to the thrust of my question because again I allude to earlier testimony before our subcommittee where there has been allusion to young people in situations like this who are stigmatized as being "dummies" or title I people and that is where they stay.

Mr. **Clemans.** I would be less than candid if I didn't say this is something we have to guard against and something we have to continually keep before us in dealing with staff and, where we find instances of abuses in this area, it is probably a staff development problem more than anything else.

Mr. **Dellenback.** There has been reported to me—and it is secondhand—that one of the teachers at one of the schools in the Portland system claimed he had dealt with title I kids throughout the life of the program in the Portland area that he had not seen one youngster in his experience move out of the title I track. That was not testimony before this committee. That is secondhand to me and thirdhand to you that this is the statement of a Portland teacher who is teaching in the Adams School and you know the program there better than I.

So this led to my concerns, but it is your experience that this does not hold rigidly, that we are having youngsters who are moving out of the title I track?

Mr. **Clemans.** In the 3 years we have had title I at Adams, if youngsters haven't moved out of the program, the program has moved away from them because we have changed the program every year.

Mr. **Dellenback.** This year it has been changed over last year?

Mr. **Clemans.** Each year we have seen substantial changes in the program. I think that is an unfortunate observation.

Mr. **Dellenback.** It was disturbing to me when I heard it.

Mr. **Clemans.** It is to me, too, sir.

Mr. **Dellenback.** May I ask one more set of questions so far as ESEA is concerned, title III?

Do we have many examples in Portland where programs which have come out of title III have been picked up and moved elsewhere within the school district? Do we see real value outside of the school where the title III program is carried out? Do we find it translatable and transferable?

Mr. **Clemans.** Yes, sir. Let me talk about not just Portland because I think one of the finest examples we have in the Portland metropolitan area is the outdoor education program developed some years back under title III and it had a very modest beginning during the developmental years under title III but today offers outdoor education to every sixth grader in the Portland metropolitan community in the tricounty area.

So I think there you can see that it has moved into every school in the metropolitan area. I think another mistake that is oftentimes made by the public in viewing title III is the expectation that a total project gets picked up and moved over and replicated elsewhere.

That is oftentimes not what was desired or intended. There are many discreet practices that develop from title III innovative projects that can, as subcomponents of an operation, be moved, transported, and replicated. I think one additional comment on that issue is that there is, just this year, a new national movement in terms of demonstrating what has been developed in title III with an eye toward demonstration and replication in other areas.

Not all of our title III projects have been good. We have some latitude to make some errors with title III money because I view developmental money as being risk money in some regard.

Mr. **Dellenback.** I could not agree with you more. I think that is right. I think the money under title III is intended to be significantly risk money and if we once build a program in there and expect that it must go on ad infinitim we make a mistake.

It ought to be tried and if it doesn't work out we should move on to something else. But if it works we should try to replicate it in one way or another.

Mr. **Clemans.** I agree; yes, sir.

Mr. **Dellenback.** Mr. Harold, may I ask you a couple of questions?

You placed emphasis in your testimony on working with the very young and malleable in the early years as your concentration of your own effort would lead you soundly to do.

Let me say parenthetically that it seems to me the track you are on is eminently sound. Those early childhood development years are the most fertile if we really work soundly in them.

Now, you of course are concentrating your effort and your dollars on those because those are the youngsters you deal with. Should we mandate from the Federal level anything in the way of disproportionate expenditures of dollars on those early childhood years as opposed to subsequent years?

Mr. **Harold**. Look at it from an economic point of view, I think the mileage gained for a dollar at the age of 5 is far greater than mileage gained for a dollar at age 12 or 15.

Looking at it from that point of view of the Federal Government spending moneys for education, I think it would be wise to require that of the total amount of money spent in a given school district, that *x* percent of dollar should be spent on the primary level.

In other words, make sure that it gets down there. A minimum kind of thing.

Mr. **Dellenback**. You would do this with a disproportionate percentage, meaning that if there were the same numbers of students in the first grade or those early grades as there were in grades 9 through 12, you would have more dollars spent for that same number of students at the early years than at the later years.

Mr. **Harold**. At the risk of sounding biased, yes, I would have that.

Mr. **Clemans**. I hope you understand that, since I am representing the district as a whole, that you recognize that I am subject to the same sort of pressure groups that oftentimes come here to Washington and that Mr. Harold represents one of those pressure groups.

Mr. **Dellenback**. My questions, of course, on this point we are directed at Mr. Harold, not at you. His answers are not to be considered your answers on this particular point. We won't put you on the spot on this either.

Let me ask a followup question on that, Mr. Harold.

If we don't mandate this by legislation but we follow what has been the basic philosophy that many of us feel is sound; namely, you hand out block grants, you give the local decisionmakers, the school authorities, the local authorities outside of the schools, the discretion as to how dollars shall be used instead of determining it all back here, will those local decisionmakers be able to concentrate dollars in this area that you think is so crtiically important?

Mr. **Harold**. Yes; I believe on the basis of current research, and by current I mean probably within the last 5 or 6 years, on the terrific importance of the primary education area and the amount of time and money and effort spent on it, I think this alone would probably create the attitude that it should be spent in larger proportions on the primary level than it has been in the past.

Mr. **Dellenback**. You don't think that local pressure groups, to which allusion was made earlier, if the pressure was close at home would mean that the pressure would be too much and those dollars would not be concentrated in that area?

Mr. **Harold**. Well, I am optimistic. I would say "No." I think reason would prevail and the thing would be done properly but I don't think it would be unwise to have Federal legislation which would permit or rather require a minimum amount or a minimum percent be spent at the primary level or whatever. I think that would be a good insurance.

Mr. Dellenback. We are using the word minimum in an ambiguous way. You would have a short floor but it would not be a minimum floor.

Mr. Harold. No; I think that would have to be done by guidelines, I suppose. I don't know any particular way to do it right now.

Mr. Dellenback. Again not in this particular set of hearings but at prior times we have had testimony from people like Moynihan and others who have said what you are saying about the vital importance of those early childhood years, that those are the years when we can get attitudes implanted, knowledge readily received if we go about doing it in a way that we will never be able to do if those years go by.

Mr. Harold. We also have the parent interest at that time too at a greater degree than you would have it at seventh or eighth grade.

Mr. Dellenback. It is unfortunate that it does fade off that way becaues I expect you are right. We are grateful for your having given us of your time now.

We have a few more people who would ask questions.

Mr. Huber, would you care to ask questions?

Mr. Huber. Yes; I was a little interested in this voluntary movement within the district.

In your principal presentation, it was a joint effort but as you explained it a few minutes ago it looks like it is from the core city going out of the area rather than coming into the core city. Is that correct?

Mr. Clemans. It is largely true, sir. We have seen examples such as in Mr. Harold's program which is duplicated in another of our elementary schools where we do have middle-class youngsters who are coming into the core schools, but, by and large, it is from the core schools out.

Mr. Huber. How far out are you transporting these kids?

Mr. Clemans. Portland is not terribly large so there is no terribly long bus ride.

Mr. Harold. Nine miles would be a good rough distance from the center city out.

Mr. Huber. They come to the inner city school and they are bused out?

Mr. Clemans. There are stops along the way.

Mr. Huber. How long are they bused?

Mr. Clemans. Not more than 30 minutes.

Mr. Huber. One way?

Mr. Clemans. One way.

Mr. Huber. And these are very young children?

Mr. Clemans Yes, sir.

Mr. Huber. How old?

Mr. Clemans. This is kindergarten through the 12th grade.

Mr. Huber. It was interesting to me when you talked about the milking stool and the three legs on it and you talked about mobility, attendance, and potential parental involvement.

Yet the things you are talking about, it would seem to me, would do more to destroy parental involvement. If you are talking about national financing, and I believe in this report one of the recommendations was as high as 80-percent State or local.

Isn't there any local financing?

Mr. CLEMANS. Yes, sir; with State. The Governor's tax plan would call for 97-percent State funds.

Mr. HUBER. We had that in Michigan and it didn't pass in a vote by our people. They said we are going to watch our school systems because they are involved. It would seem to me if you rely on somebody else to fund your local schools, you are certainly going to destroy the concern of parents dollarwise which spills over the childwise.

I don't know how you are going to improve parental involvement by taking them farther and farther away from control of their tax dollars. Indirectly it comes back, I realized, but that to me is inconsistent, to hope to get and recognize the need of parental involvement on the three legs of the milking stool, and yet the three programs advanced in the testimony I have heard seems to go to the complete reverse.

Mr. CLEMANS. You have put your finger on what we consider to be a critical problem in the public acceptance of the tax plan in Oregon. It is one of those issues that will be debated at great length and I would not have a comment or prediction on the outcome of those debates.

Mr. HUBER. Whenever you move the control of the dollar away from the taxpayer, you move away his concern about what happens to his dollar. He is concerned about how he does not have it to spend but he is not nearly as concerned about how it is spent except when he has personal control over it.

I guess by the time you get to the national fund, nobody knows what is happening to your buck. When it is close to home you are involved and the financing systems that are being advocated are going to destroy parental involvement.

Mr. CLEMANS. I would disagree when you say we would be eroding involvement. The involvement could come off the end, which is at the revenue end. A tremendous amount of energy goes into the annual tax levy fight that each school system has to undertake in Oregon.

Mr. HUBER. Sure, because it is local.

Mr. CLEMANS. If that energy drain is removed, it is conceivable that through sound planning that those energies can now be directed toward the construction of a budget and toward the development of local strategies in serving the kids.

Mr. HUBER. That is a theory and I don't think that is a practical thing. I think you can see that in many ways in involvement, but that is my own position.

Mr. CLEMANS. I certainly concede that it can be debated and I certainly expect that it will be debated long and loud in Oregon.

Mr. HUBER. Another thing I am concerned about is that, Mr. Harold, you would be in favor of some sort of legislation or something to motivate people to become involved.

Would you like to see some type of legislation to involve parents in their child? I don't know how you do that without force. How do you do that?

Mr. HAROLD. I would rather not do it by legislation directed at the parent and say that you shall be included or involved. I would rather see the legislation directed to the local education agency or school district to say that you shall involve parents.

Mr. HUBER. How?

Mr. **Harold.** I think opening the doors of the school a little bit, as I have alluded to in here, would help immensely. I think that school people, and I am one of them and have been one for a long time, I think we are kind of self conscious about what we do.

Whenever a parent comes through the door, we all shake.

One of our very fine reporters in the Portland paper said, "If you want to know something about the school, don't ask the principal, ask the janitor and you will get the answer."

I think we can involve parents and I think by simple things such as making them welcome through classes or through asking their help or including them in the instructional program, those are all very valid ways to include parents.

I don't see that there needs to be a real extra special thing to involve them. I think you can involve them if you let them know you are interested in having them help.

Mr. **Huber.** I think you can too and I think if they are not, the reflection is not on the fact that there isn't legislation promoting that but, that back in the boondocks they are not tending to their business and making certain that these people are involved.

It is interesting that the things that are reaching me are very commonsense things. Get the parent involved. Get the kids attending school. You haven't talked about taxes or title I or title III. You don't need funds for any of those two things. You ought to be able to do these things in a school system without a dime's worth of taxes, that is to get the parents involved, get the kid there and stop him from being transferred.

I don't see where money is going to do a thing. Yet, we say we have to have these programs and financing and these are the three legs. And the testimony of Mr. Porter was that the question is not whether there is a broken family or drug involvement, but that it is parental involvement and attendance and mobility which involve so little in the way of anything other than commonsense and maybe we ought to take a good look at them.

I appreciate your testimony. It was very interesting to me. Thank you.

Mr. **Dellenback.** Thank you, Mr. Huber.

Mr. Jennings, do you have questions?

Mr. **Jennings.** I know you have been over some of the achievement data you presented to the committee. That data would seem to indicate that your title I program for some reason or another has worked in order to promote more educational achievement among children in Portland; is that correct?

Mr. **Clemans.** Yes.

Mr. **Jennings.** Do you think the main reason for your success within the last several years is that you have been concentrating more funds on title I children in Portland?

Mr. **Clemans.** It has been due to a number of factors and some of which I would not want to be nailed down on precisely. When you offer programs that bring in resources from other funding sources and from other agencies of a supportive nature, to say that achievement that we note is a result of 75 percent of this ingredient and 25 percent of that ingredient is obviously impossible.

But I think a couple of general comments could be made.

One is that we have concentrated, we have made a greater effort to concentrate, programs on specific disadvantaged youngsters.

Secondly, we have emphasized in our programs the basic skills; Communication and mathematics. We have left some of the programs that didn't seem to be having payoff.

Mr. **Jennings**. So you have learned from your experience over the years.

Mr. **Clemans**. Yes, sir.

Mr. **Jennings**. You say you are serving about 60 percent of your title I eligible population now in Portland.

Would you have problems in spending that much money or in concentrating funds on children if that eligible population were to double or triple in Portland?

Mr. **Clemans**. I believe that would, of course, concentrate the youngsters in one school district. There would be a far higher concentration of youngsters. There would be a greater proportion of disadvantaged children as contrasted with educationally advantaged children.

Mr. **Jennings**. Would there be a greater percentage of children who could receive service even under your definition of educationally disadvantaged?

Mr. **Clemans**. I think there is an experimental factor that plays on our ability to serve youngsters that makes the task far more difficult when the concentration increases. I think we would still face up to the task, but I think the task would be far more rigorous if, as you suggest, the concentration of youngsters were to double or triple.

Mr. **Jennings**. My point was that if you have had problems as they have in other cities in concentrating resources on a limited number of title I children and you have had to deny some sort of educational benefits to some of your eligible children, what would happen if through a change of definition of title I eligible children the number of disadvantaged children within a school district would double and triple, and how would a school superintendent, presuming he had the same amount of money, be able to continue concentration of resources on the most disadvantaged children?

Mr. **Clemans**. We would have to continue that concentration. I misunderstood your earlier question because I thought you were talking about an increase in the proportion of disadvantaged youngsters, but you were talking about a change in definition that would identify more kids. I don't see that anything would be any different in the absence of increased programs.

Mr. **Jennings**. So if you had the same amount of money, you could withstand political pressures to expand the program and diminish the concentration of resources?

Mr. **Clemans**. I believe we have. I believe we have evidence that unless we do concentrate money that by and large we do not have an impact.

Mr. **Jennings**. You mentioned there are 192 separate program accounts that you have to keep in Portland for $10 million in Federal funds. I presume that those are not only Office of Education funds, but also funds from different agencies?

Mr. **Clemans**. Yes, that is correct.

Mr. **Jennings**. Could you provide a listing of all 192 separate accounts and could you also provide a listing of how many of those would be consolidated with revenue sharing? You know the administration is proposing consolidation of State grant programs and leaving 80 or so present Federal Office of Education programs in existence. So even though there is a claim under special revenue sharing that there would be less redtape, it is possible there would not be.

Mr. CLEMANS. To answer your initial question, I could quickly provide you with the chart of accounts that would name all of the 162 programs. To answer your second question, I would need information from you as to those programs that would be folded together under special revenue sharing.

Mr. JENNINGS. I can give you a listing from last year since we don't have the administration bill yet for this year. I didn't hear an answer to an earlier question. Is there statewide testing in Oregon?

Mr. CLEMANS. No, sir, there is not.

Mr. JENNINGS. How long would it take to gear up for statewide achievement testing? Are there adequate personnel within each school district to administer these tests? Is there enough of a consensus of the type of tests that should be given within Oregon?

Mr. CLEMANS. It is my understanding there is currently a task force at work at the State level to review the possibilities of a statewide testing program and I believe the product of that task force work will be presented sometime yet this year. I would hesitate to hazard a guess as to how soon their recommendations could be implemented, but since Oregon is not a large State I would guess it could be done fairly rapidly. We have greater than our share of technical expertise in that area, statewide.

Mr. JENNINGS. Assuming you are more advanced than many other States, would it take you at least a year or 2 years?

Mr. CLEMANS. As I suggested, the possibility of a report from that committee could happen yet this year. We have great strength in this area and I would have confidence in those people being able to deliver us a product within a year.

Mr. JENNINGS. There has been criticism of testing, that it is not culture free, that it is too geared toward white middle-class values. Those are criticisms from minority groups. If Oregon were to have a uniform statewide testing program, using these tests, would that reinforce attitudes regarding these values? Would that generate more criticism from these groups that they are being judged on unfair standards or irrelevant standards

Mr. CLEMANS. I am glad you added that last term because I think the key is to the relevancy of the items that make up an assessment of a student's academic progress and if a middle-class value, whether it be majority or not, is a value whereby you could predict success of a youngster in later life, then I think it is a valid value to include in a testing program.

Mr. JENNINGS. Of course, Jencks doesn't say that. He says that family background or values don't necessarily predict success later in life, that it tends to be more a random selection of circumstances and personal abilities, so that may not necessarily be true.

Mr. CLEMANS. I suspect we could debate Jencks for days.

Mr. JENNINGS. Do you have competition within your State with different education groups vying for funds from the State legislature?

Do vocational educators try to get funds? Do administrators of education for handicapped try to get funds out of the State legislature?

Mr. **Clemans.** I think we have had a pretty realistic response to pressure groups in Oregon, particularly in regard to requiring the earmarking of funds for particular sorts of programs. For example, in the education of handicapped, the funds that the State provides under the current programs are for excess costs only and in most of the other areas it would be commonly thought of as subject to influence from pressure groups.

The State has remained remarkably free from responding to requirements of earmarking.

Mr. **Jennings.** Thank you. Thank you, Mr. Quie.

Mr. **Quie.** Thank you, Mr. Jennings. That is all of the questions we have. We appreciate your coming from Oregon and giving us the benefit of the information and knowledge you have, not only on the title I programs and other ESEA programs, but the Follow Through program as well.

I know Mr. Dellenback has something to say. We are going to be meeting again at 9 a.m. Thursday morning here in this room, 2175.

Mr. **Dellenback.** I think these are outstanding witnesses and we are appreciative of their having come and given us the benefit of their knowledge.

[Whereupon, at 11:50 a.m. the subcommittee recessed, to reconvene at 9 a.m. of the following day, Thursday, February 22, 1973.]

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

THURSDAY, FEBRUARY 22, 1973

House of Representatives,
General Subcommittee on Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:10 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Ford, Meeds, Mazzoli, Lehman, Quie, Bell, and Forsythe.

Staff members present: John F. Jennings, majority counsel; and Christopher Cross, minority legislative associate; Eydie Gaskins, special assistant; and Toni Painter, secretary.

Chairman Perkins. Our first witness this morning is Dr. Charles Wolfe, general superintendent, Detroit, Mich., accompanied by Dr. C. L. Golightly, Dr. Louis Monacel, Dr. Richard Smith, and Mr. Hershel Fort.

Let me welcome you here.

Dr. Wolfe, you may proceed in any way that you prefer and recognize the panel in any way you prefer. Without objection, all of the prepared statements will be inserted in the record.

We have a 10 o'clock caucus this morning, at which time the Democrats will have to leave, but we are going to hear all of you.

[The statements referred to follow:]

Testimony of Cornelius Golightly, President, Board of Education, Detroit, Mich.

Mr. Chairman and members of the committee, I am Cornelius Golightly, President of the Board of Education of the School District of the City of Detroit. I appreciate this opportunity to appear before your Committee, as you consider the legislative consolidation of federal assistance to Education in the next fiscal year.

The Elementary and Secondary Education Act, first enacted in 1965, has made it possible to directly attack the problems confronting the educationally and economically deprived child. Thousands of such children located in the great cities of this nation are now participating in compensatory educational programs. If compensatory programs are continued and expanded, it remains possible for those thousands of children to emerge from the environments in which they otherwise are forced to exist as a sort of substream in the total community.

The expansion and extension of the aims and objectives of the Elementary and Secondary Education Act can do much toward bettering our society. Not only have the educationally and economically deprived children of the Detroit Public Schools demonstrated consistent and increasing achievement toward national norms, but because of the decentralization of the Detroit Public Schools into Regions, hundreds of parents and interested adults are involved in the programmatic impact of E.S.E.A. Programs, in our school districts.

The large city school districts are faced with the almost impossible task of providing more services to more students in the face of a decreasing local tax base. The schools must be refinanced to meet the educational needs of the child. The legislation that we are discussing here today has provided funds in an attempt to maximize the educational opportunity of those children most in need. While each of us here today could expand this general discussion, the time limitation suggests that some specifics of the Detroit experience may be more directly related to our purpose.

The Detroit Public Schools system is the fifth largest in the nation with over 277,000 pupils. The school district embraces an area of 138 square miles and is served by 229 elementary schools, 10 middle schools, 24 Special and Vocational Schools and 69 secondary schools. The budget necessary to maintain a minimum program in the Detroit schools for 1972–1973 is estimated at $295 million. The total available revenues from all sources for the general fund are $209 million. The state will provide 53% of that revenue program. In brief, we faced the opening of school with a $90 million deficit.

Within the enrollment of the Detroit Public Schools are found 40% of the Title I disadvantaged pupils of the State of Michigan, 65% of the minority group pupils of the State, and 13% of the special education pupils of the State. The high cost of educating these pupils is only partially offset by special state and federal grants. The ability to meet maintenance of effort requirements to continue federal grants could be in jeopardy if pupil services are further reduced to effect budget savings.

While we in Detroit are presently attempting to solve our financial problems, it becomes apparent that our situation applies to many large urban districts. Perhaps to reiterate the kinds of events that have infringed upon the leadership a local Board of Education can provide, will demonstrate our urgent need to maintain the Federal assistance programs we now have:

The following will illustrate:

—A cumulative loss over a ten-year period of $91 million because of a series of annual reductions in the state equalized evaluation.

—Court ordered restructure of the school district for the purposes of desegregation and the pending appeals.

—Anxiety over the proposed State income tax replacing the property tax.

—Decentralization ordered by the State Legislature with no provisions for the estimated $4 million needed to finance the order.

—The "Magnet School Plan" which was court ordered in December of 1970 has an estimated yearly cost of 1.5 million.

With the tendency toward rising operational costs and less dollars to meet them, the school district went to the voters on three separate occasions last year in an attempt to initially pass millage increases, and finally to ask for only the maintenance of an expired 5 mills. On each occasion we were unsuccessful in our attempts.

As president of the school board for the City of Detroit, I'm sure I speak in behalf of the thousands of local school advisory council members, parents and children of my district, who experience the everyday benefits of programs such as E.S.E.A. Title I.

It is difficult to conceive of 40,000 public and non-public school children losing the impact of programs which have proven their worth. These 40,000 children constitute a target population for which concentrated Title I services are provided. This population, however, represents less than 15% of the total population of the district.

Approximately 2,000 instructional paraprofessionals and over 500 local school advisory council members have made parental and community involvement a meaningful reality. These partners in the educational process must be given the opportunity to realize their full impact on that process and its responsiveness to the quality of education provided for their children.

We think this process is good. The reversal of these trends cannot but help to foster the mistrust and the undesirable alienation, characteristic of school relations in many of the inner city areas of the country.

I wish to thank the Committee for allowing me, at this time, to express the critical need for federal assistance to the educationally disadvantaged youth of our city.

Hope is a powerful force in the educational lives of thousands of our parents and students. Let us not remove even this last vestige of our committment to the youth of today for a better tomorrow.

TESTIMONY OF CHARLES WOLFE, GENERAL SUPERINTENDENT, DETROIT PUBLIC SCHOOLS, DETROIT, MICH.

Mr. Chairman and members of the committe, I am Charles Wolfe, Superintendent of Schools in Detroit, Michigan. I am pleased to have this opportunity to come before the House Committee on Education and Labor to testify in support of legislative action to extend and amend the Elementary and Secondary Education Act.

The Elementary and Secondary Education Act has provided the only significant funds that the Detroit Public Schools have had for program improvement since the bill was enacted. The funds allocated to the school district under this act have made it possible to launch a concentrated attack on the learning deficiencies of educationally disadvantaged children in our city. Indeed, the funds have provided the only dollars available in the area of special education programs for the disadvantaged. The major difficulty that has been encountered is that the allocation of funds has permitted only the mounting of programs that can be described as "pilot" programs; programs which still leave the needs of many eligible children unattended.

The Detroit Public Schools have long embraced the concept that the Federal government must provide *vast amounts* of program money in order that local school systems can meet the demand and right of all citizens to acquire a quality educational experience for their children. Thus, the school district was engaged in modest experimental compensatory educational programs with its own budget and with the help of various foundations as far back as 1959. In 1964, the Detroit Public Schools attempted to assume national leadership by enjoining legislation provided under the Economic Opportunity Act to continue and enlarge compensatory educational programs for the disadvantaged. In 1965, the Detroit School system was ready to launch programs as massive as the new Elementary and Secondary Education Act would allow. In April and May of 1965, the Program Development Special Projects staff met with every school principal and with many community groups to assess needs and establish priorities for the new Elementary and Secondary Education Act. From this process new programs grew. During the school years subsequent to the implementation of the initial programs, there have been annual re-evaluations of needs and priorities, and program changes have taken place.

However, this programming suffered from the major deficiency of insufficient funding for each component. Moreover, as these programs were required to deliver service to thousands of children, their initial effectiveness was dulled by the limited number of dollars expended per child. The result was a weakening of the total impact on each child. In an attempt to provide concentration of effort in order to gain maximal impact per eligible child in the school district, a reconstruction of the programs was begun in 1967–68. All of the eligible schools were categorized as A, B or C schools. The categorization related to the total percentage of eligible children per school. Thus, an A school with a large target group received maximum services, a B school with a smaller target received moderate services and a C school with the smallest target received minimal services.

Title I programs operating under the aegis of the Detroit Public School District have been distinguished by the following salient features. The various titles of the Elementary and Secondary Education Act of 1965 have provided the school district with an opportunity to focus more directly on the problems encountered during the nine-to-three school day.

1. Programs now concentrate limited funds on a smaller target population to realize greater impact.

2. Programs now operate largely during the school day, thereby producing noteworthy modifications in existing school curriculum and staffing patterns. "Compensatory education programs", in the traditional sense, have been supplanted by activities designed to transform the basic educational program for teachers and pupils into a far more efficient vehicle for raising levels of academic achievement.

3. Title I School Advisory Committees have gained new status, manifested by participation in decisions relating to students in ways that have never before been realized in the public schools of Detroit. In many cases, besides assuming an advisory role in school matters, committees of parents and community representatives have shared in planning prior to the implementation of programs. The 1972–1973 planning reflects the input of parents, teachers and administrative staff.

4. In-Service training for teachers has become truly meaningful in terms of preparing teachers with skills related to the preparation for and utilization of pupils of individualized instructional materials leading toward the accomplishment of well-defined performance goals in the most critical academic skill areas. As a result of this new direction taken by in-service training, vital roles in the area of curriculum leadership are now emerging.

5. A number of new specialized and long needed functions have emerged as a result of special funding. Positions such as Curriculum leader, Elementary Staff Coordinator and Paraprofessional Attendance Officers provide much needed attention to the needs of disadvantaged children.

6. The number of paraprofessionals engaged in tasks related directly to the instructional process has grown to more than 2,000.

The Department of Research and Evaluation has submitted a report appended to this paper based upon the results of the Iowa Test of Basic Skills administered to all Grade 4 pupils as part of the regularly scheduled testing program during Fall, 1968, Fall, 1970 and Spring, 1972. In each of these years approximately 25,000 pupils were tested. The testing results over this four-year period from 1968–1972 show:

A. A substantial and continuous reduction in the percent of pupils more than one year below grade placement took place in Title I schools. Sixty-six percent of the pupils in priority A schools were more than one year below grade placement in 1968; by 1972, this had been reduced to 43 percent. In priority B schools, the corresponding reduction was from 63 percent to 48 percent. By comparison the reduction in non-Title I schools was from 44 percent in 1968 to 38 percent in 1972.

B. The number of Title I schools whose performance in reading achievement was equal to or better than the city-wide mean increased from 15 in 1968 to 30 in 1972.

C. The number of Title I schools who have a smaller percentage of low-achieving pupils than the national average increased from 0 in 1968 to 6 in 1970, and then to 18 in 1972.

D. A strong positive relationship exists between the amount of Title I services received and the reduction in reading retardation.

The financial plight of the Detroit school district is well known to this Committee. For the record, I would describe briefly the serious situation facing the Detroit Public Schools at this very moment. This fiscal year the school district requires an additional $73.2 million which would allow the schools to remain open until next June. To start school in September with a continuation of the present program, an additional $38 million will be needed. The Detroit situation is typical of most of the large city school districts. The only difference is a matter of degree relating to numbers of pupils and the rate of decline in local taxation.

The timeliness of these hearings on a major approach to provide dollars for the education of hard-pressed school districts throughout the nation cannot be questioned. This is particularly true in behalf of the School District of the City of Detroit because only last November the voters of our community, for the third time in seven months, refused to renew or increase tax millage which would have provided $60 million essential to the maintenance of the reduced educational program that has been in effect for more than two years. This millage defeat leaves us with available revenues to provide not more than 117 days of school for the 1972–73 school year.

The financial crisis of the Detroit Public Schools has been building over a period of years and can be directly attributed to a cumulative ten-year revenue loss of more than $91 million because of a series of annual reductions in the state equalized valuation. Only for the last two years has the state equalized valuation returned to the level of 1960–61. The electorate's rejection of the millage will result in local revenues only at the level available during the 1968–69 school year.

The impact of a sweeping court-ordered restructuring of this school district for the purposes of desegregation, along with the pending appeals, the possible elimination of the property tax as a basic source of revenue resulting from the Milliken-Kelley case, and the possibility of massive federal assistance to provide quality education in school districts educating large numbers of pupils from low socio-economic families, while highly speculative, casts an additional cloud of uncertainty as to the future of education in Detroit.

The Detroit Public Schools were completely reorganized under a decentralization order, mandated by the State Legislature, on January 1, 1971. No provision was made by the Legislature to finance an estimated annual requirement of $4 million to finance the full operation of the eight regions.

The Federal District Court, on December 3, 1970, ordered the implementation of the "Magnet School Plan" to improve integration in the Detroit Public Schools. The estimated annual cost of this plan, $1.5 million, has also been without benefit of additional grants.

Within the enrollment of the Detroit Public Schools are found 40% of the Title I disadvantaged pupils of the State of Michigan, 65% of the minority group pupils of the State and 13% of the special education pupils of the State. The high cost of educating these pupils is only partially offset by special state and federal grants. The ability to meet maintenance of effort requirements to continue federal grants could be in jeopardy if pupil services are further reduced to effect budget savings.

Under the direction of the Board of Education, the General Superintendent and staff have placed heavy emphasis on the necessity of curtailing expenditures during the past two years.

Special restrictions on all controllable expenditures allow outlays only for those items essential to provide minimum pupil services. These limitations provide only minor budget savings in the face of the total deficit.

For this reason, it is more critical now than ever before to not only mandate another five year plan for E.S.E.A.–Title I funding, but to make provisions for bi-annual submissions in order to project realistic plannning and implementation.

The problem of inadequate appropriations to finance the federally funded educational programs authorized by this Committee are well known. The authorizations usually passed by the Congress are realistically recommended and are based on known needs. At no time during the operation of the Elementary and Secondary Education Act have adequate appropriations been made to meet the aspirations of those who expected to be served. Indeed, the continuing resolution funding for the present fiscal years has not been adequate to continue the federally financed programs of prior years because this level of funding did not take into consideration the increased cost of doing business that is experienced by every part of the private and public sector.

Federal funding legislation, therefore, must begin to establish forward-funding statements within its text which will guarantee the continuity of programs that lead to more effective educational solutions.

The forward-funding provisions in the past have provided substantial continuity; however, this provision without additional funds each year still presents serious operational problems since the re-casting of programs annually, without the benefit of additional funds, makes it a restrictive rather than a forward planning approach. Perhaps the possibility of forward-funding with step increases worked out cooperatively by the Appropriations Committee should be employed. Most programs, without exception, require a minimum increase of 10 percent annually if programs are not to be continually cut back.

Once again, I would speak to the problems involved in the shifting of funds from one Title of the Elementary and Secondary Education Act in support of another Title through the appropriation process. This action, in effect, reduces the availability of allocations to local school districts which are taking full advantage of the opportunities of multiple titles in the act. The funds realized by such shifts in allocations reduce the total dollars available in Detroit to do the educational job that must be done. What is needed are larger appropriations for all existing categorical aid programs. Should new approaches be developed for the distribution of federal funds for educational programs, new full appropriations should be made for such programs. Experience has shown that the elimination or withdrawal of funded programs does great harm to the people of any community where substantial federally funded programs are in operation.

In summary, it is felt that E.S.E.A.–Title I has finally stopped the downward trend in reading and academic achievement and the small gains that have been made must be converted to larger and permanent ones.

The federal government must make the same commitment as it did with getting a man on the moon, to assume the major responsibility in the area of urban education. Our large cities are faced with enormous problems: Raising the quality of education in the ghettos, providing truly equal educational opportunities and educating large numbers of the economically disadvantaged. Research has been developed to support the fact that districts must spend twice as much on their disadvantaged children as they spend on the average child if they are to have a successful educational program. Title I must be allowed to consolidate gains made over the past few years and to convincingly show our youth that providing equal educational opportunity is the number one priority for this nation.

In order to provide you with additional information which describes compensatory education in Detroit, and E.S.E.A.-Title 1 programs in particular, I hope that the material left with this Committee clearly describes our effort. If as a result of the deliberations of this Committee additional information is needed from my school district, I would be pleased to comply as best I can with whatever request the Committee may make.

I have appreciated the opportunity to come before this Committee and to describe the awesome challenge that faces educators and the community of Detroit. Please be assured that I will continue to support and applaud your efforts that have made such a tremendous impact on education throughout this nation. I would hope that in your consideration of educational legislation beyond June, 1973, the continuation of E.S.E.A. categorical programs and funding be given the highest priority. In addition it is our dream that even more funds be made available to school districts for the monumental educational tasks which confront them.

CHANGES IN THE PERCENT OF GRADE 4 PUPILS MORE THAN 1 YEAR BELOW GRADE PLACEMENT IN READING ACHIEVEMENT, 1968–72

E.S.E.A. TITLE 1, DETROIT PUBLIC SCHOOLS

This report is based upon the results of the Iowa test of basic skills administered to all grade 4 pupils as part of the regularly scheduled testing program during fall, 1968, fall, 1970, and spring, 1972. In each of these years approximately 25,000 pupils were tested. The schools have been grouped into three categories based upon the E.S.E.A., title I classification of each school. Priority A schools have the highest concentration of pupils from low-income families and received the largest amount title I services. Priority B schools have a lower concentration of pupils from low-income families and received a moderate amount of title I services. Schools formerly classified as priority C are also included in the category since their title I services were completely eliminated within the first year of this reporting period. Based upon the 1970 census data 27 non-title I schools have been reclassified as title I, and will start receiving title I services during the 1972–73 school year.

The results of the testing over this four-year period from 1968–1972 show:

A. A substantial and continuous reduction in the percent of pupils more than one year below grade placement took place in title I schools. Sixty-six percent of the pupils in priority A schools were more than one year below grade placement in 1968; by 1972, this had been reduced to 43 percent. In priority B schools, the corresponding reduction was from 63 percent to 48 percent. By comparison the reduction in non-title I schools was from 44 percent in 1968 to 38 percent in 1972.

B. The number of title I schools whose performance in reading achievement was equal to or better than the city-wide mean increased from 15 in 1968 to 30 in 1972.

C. The number of title I schools who have a smaller percentage of low-achieving pupils than the national average increased from 0 in 1968 to 6 in 1970, and then to 18 in 1972.

D. A strong positive relationship exists between the amount of title I services received and the reduction in reading retardation.

DETROIT PUBLIC SCHOOLS

PERCENT OF GRADE 4 PUPILS IN TITLE I PRIORITY A MORE THAN 1 YEAR BELOW GRADE LEVEL IN READING ACHIEVEMENT

School	Percents			Amount of reduction in reading retardation, 1968–72
	1968	1970	1971	
Alger	60	71	53	7
Bellevue	76	33	24	52
Bunche	76	58	60	16
Burton	50	46	21	29
Campbell	78	62	40	38
Cary	71	58	57	14
Chandler	63	44	38	25
Chaney	68	63	49	19
Columbian	69	55	40	29
Couzens	72	56	55	17
Craft	56	44	52	4
Doty	41	40	32	9
Duffield	44	56	24	20
Dwyer	66	25	0	66
Edmonson	67	56	45	22
Ferry	59	47	34	25
Field	63	60	71	−8
Foster	45	52	29	16
Franklin	40	58	29	11
George	61	70	23	38
Goldberg	61	54	36	25
Harris	78	56	60	18
Jamieson	60	52	42	18
Jones	62	66	61	1
Joyce	58	35	33	25
Kennedy	80	56	53	27
Lillibridge	62	69	47	15
Lincoln	35	37	33	2
Maybee	60	51	31	29
McGraw	61	61	64	−3
Monteith	64	61	67	−3
Nichols	67	74	63	4
Norvell	78	44	8	70
Owen	68	61	19	49
Palmer	51	54	36	15
Pingree	68	57	55	13
Preston	75	43	54	21
Scripps	66	62	44	22
Thomas	65	36	2	63
Williams	68	68	47	21
Total priority A	66	56	43	23

PERCENTS OF GRADE 4 PUPILS IN TITLE I PRIORITY B MORE THAN 1 YEAR BELOW GRADE LEVEL IN READING ACHIEVEMENT

School	Percents			Amount of reduction in reading retardation, 1968–72
	1968	1970	1971	
Angell	50	55	54	−4
Berry	62	47	56	6
Biddle	57	70	71	−14
Boynton	41	50	64	−23
Brady	73	57	50	23
Clippert	63	45	25	38
Crosman	67	34	68	−1
Custer	72	53	60	12
Davison	56	48	39	17
Ellis	63	57	57	6
Fairbanks	67	56	44	23
Herman	44	58	65	−21
Hillger	56	46	58	−2
Howe	62	56	63	−1
Hunter	71	40	0	71
Hutchinson	64	33	40	24
Keating	74	67	11	63
Lingemann	63	56	72	−9
Marxhausen	64	63	40	24
Morley	46	63	60	−14
Newberry	72	66	47	25
Parke	67	26	43	24
Peck	55	43	50	5
Roosevelt	61	63	64	−3
Rose	72	68	66	6
St. Clair and annex	71	65	41	30
Sampson	73	47	55	18
Sanders	76	62	11	65
Sill	71	63	64	7
Stephens	81	59	39	42
Thirkell	46	56	28	18
Webster	64	50	44	20
White	62	55	55	7
Wingert	38	30	37	1
Woodward	69	60	58	11
Total priority B	63	54	48	15

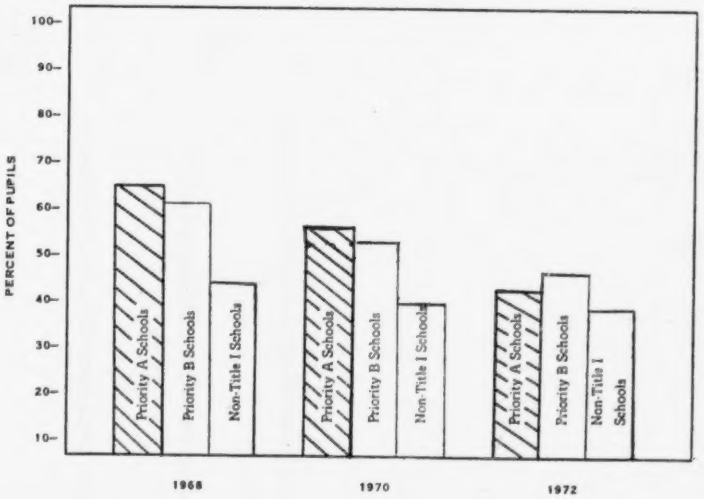
PERCENTS OF GRADE 4 PUPILS IN NON-TITLE I SCHOOLS MORE THAN 1 YEAR BELOW GRADE LEVEL IN READING ACHIEVEMENT

Ann Arbor Trail	29	30	7	22
Atkinson	68	47	39	29
Bagley	33	22	39	−6
Barton	52	45	24	28
Beard	56	38	37	19
Bennett	46	37	32	14
Burbank	38	11	18	20
Burgess	22	24	29	−7
Burns	49	57	32	17
Burt	28	22	21	7
Carleton	36	37	23	13
Carstens	52	58	52	0
Carver	26	24	37	−11
Cerveny	30	41	21	9
Chrysler	4	18	12	−8
Clark	40	23	15	25
Clinton	78	55	50	28
Columbus	29	25	19	10
Cooke	18	19	14	−4
Cooper	67	59	59	8
Coolidge	20	29	33	−13
Curtis	47	39	48	−1
Courville	59	50	33	26
Crary	29	17	42	−13
Dixon	37	15	38	−1
Dossin	18	21	20	−2
Dow	21	7	11	10
Edison	21	12	24	−3
Emerson	19	21	20	−1
Everett	34	28	16	18
Fitzgerald	60	62	62	−2
Fleming	34	30	13	13
George Ford	19	37	42	−22
Gardner	27	29	35	−8
Gomper	45	39	9	36

PERCENTS OF GRADE 4 PUPILS IN NON-TITLE I SCHOOLS MORE THAN 1 YEAR BELOW GRADE LEVEL IN READING ACHIEVEMENT—Continued

School	Percents 1968	1970	1971	Amount of reduction in reading retardation, 1968–72
Goodale	26	19	7	19
Grant	33	24	28	5
Grayling	41	48	35	6
Greenfield Park	46	64	58	−12
Greenfield Union	41	45	32	9
Guest	51	51	49	2
Guyton	42	48	45	−3
Hally	43	24	39	4
Hampton	18	18	21	−3
Hanneman	61	56	55	6
Harding	59	48	53	6
Harm	50	58	43	7
Healy	29	27	13	16
Higginbotham	46	33	55	−9
Higgins	40	47	44	−4
Holcomb	25	23	25	0
Homes, A. L.	70	20	24	56
Holmes, O. W.	60	41	49	11
Houghton	47	33	27	20
Hubert	40	21	30	10
Ives	36	51	48	−12
Jeffries	65	45	50	15
Keidan	59	45	59	0
King	68	54	51	17
Kosciusko	42	26	5	37
Larned	34	21	20	14
Law	27	18	28	−1
Leslie	20	30	41	−21
Lodge	27	13	8	19
Logan	44	52	26	18
Lynch	35	53	20	15
MacCulloch	58	44	41	17
Mac Dowell	51	33	50	1
Macomb	25	42	31	−6
Mann	20	25	22	−2
Mark Twain	57	53	51	6
Marquette	47	22	23	24
Marsn	40	5	24	16
Marshall	46	45	42	4
Mason	57	41	33	24
Maybury	56	53	46	10
McColl	38	16	26	12
McFarlane	44	42	56	−12
McGregor	35	17	34	1
McKenny	38	0	13	25
McKerrow	69	57	59	10
McKinstry	46	56	54	−8
McLean	26	11	24	2
Monnier	54	42	57	−3
Neinas	65	56	51	14
Newton	42	32	39	3
Noble	58	37	29	29
Parker	43	47	50	−7
Parkman	35	4	34	1
Pasteur	44	44	39	5
Pattengill	57	34	33	20
Pierce	58	49	48	14
Pitcher	27	31	24	3
Priest	50	44	46	4
Pulaski	17	14	26	−9
Richard	42	36	30	12
Robinson	36	20	19	17
Ruthruff	49	52	52	−3
Schulze	51	38	37	14
Sherrill	57	50	60	−3
Stellwagen	21	20	15	6
Trix	28	14	30	−2
Vandenberg	41	27	27	14
Van Zile	65	42	31	34
Vernor	50	34	29	21
Vetal	32	21	19	13
Wayne	47	27	14	33
Weatherby	26	16	40	−14
Wilkins	26	20	29	−3
Winship	39	41	38	1
Yost	22	12	3	19
Total nontitle I	44	39	38	6

PERCENTS OF GRADE 4 PUPILS IN DETROIT SCHOOLS
MORE THAN ONE YEAR BELOW GRADE PLACEMENT IN
READING ACHIEVEMENT 1968, 1970, AND 1972



MATERIALS RELATED TO THE TESTIMONY OF OFFICIALS OF THE DETROIT PUBLIC SCHOOLS

I. INTRODUCTORY STATEMENT

Mr. Chairman and members of the committee, the Federal Government, and to a more limited extent the State Government of Michigan, has for several years provided the only significant funds that the Detroit Public Schools have had for program improvement. Funds awarded to the school district under various acts have made possible a concentrated attack on the problems of education for the economically and educationally disadvantaged children of our city. Indeed, the funds received have provided the only dollars available for the kind of research necessary for program development in the area of compensatory education. A major difficulty that has been encountered is that the allocation of funds has only permitted the mounting of programs that must still be described as "pilot" or "model" programs.

The financial plight of the urban school districts is well known to this Committee. For the record, I would describe briefly the serious situation facing the Detroit Public Schools at this very moment. This fiscal year the school district accumulated a deficit of almost thirty million dollars. This deficit was reduced by some ten million dollars through engaging in the undesirable procedures of reducing teaching staff in the spring of 1971. The School System in September of 1971 will undoubtedly start the year with a deficit in the neighborhood of twenty million dollars only to have that deficit increased by newly negotiated personnel contracts and other "cost of living" factors. Thus a fiscal dilemma of enormous proportion continues to face this large urban school district.

The millage on property tax, now a major part of the support of the Detroit schools, will expire in November of 1971. Funds from this millage will last until June of 1972. In the period between now and June of 1972 the Detroit Board of Education will undoubtedly present a new millage proposition to the voters to simply maintain existing levels of service to pupils, fearing that a seriously increased millage is absolutely doomed to failure. However, the probability of failure of even a "maintenance-of-existing-effort" millage is high. Unless alternative funding is developed the educational picture in Detroit will change from bleak to catastrophic—all at the expense of Kids. The Detroit situation is typical of most of the large city school districts. The only difference is a matter of degree relating to numbers of pupils and the rate of decline in local taxation.

The need then, simply stated, is for more dollars, first of all to maintain the basic support required by a large school system but additionally: (1) to expand compensatory educational efforts showing promise by virtue of sound evaluative data and, (2) to initiate still more innovative program models that have been delayed only for lack of funding support. A standing recommendation of the Detroit Public School System has been the full funding of legislation which contains adequate authorization but for which inadequate appropriation bills are enacted.

In order to provide this Committee with the full picture of compensatory educational programs serving public school pupils in Detroit a collection of materials is herewith attached and submitted as my testimony. The package contains the following sections:

I. Introductory Statement.

II. Historical Development of Compensatory Educational Program in the Detroit Public Schools With a Focus on ESEA Title I (Recommendations related to Compensatory Educational Programs in Detroit are included).

III. Evaluation Summary of the Effect of Compensatory Educational Programs Serving Pupils in Detroit Public Schools.

IV. Recommendations Made to the U.S. Office of Education by Representatives of the Detroit Public School System—December, 1969.

V. Related Information:

A. Summary of Special Program Components in Selected Detroit Public Schools—1970–71.

B. Summary of Elementary and Secondary Education Programs and Needs—A Report to the Committee on Education and Labor of the U.S. House of Representatives delivered by Former Superintendent Norman Drachler, Detroit Public Schools.

I trust that this material will serve to better inform this Committee of the progress of Detroit's compensatory educational programs as well as the concerns and needs still experienced by this large urban school district.

II. HISTORICAL DEVELOPMENT OF COMPENSATORY EDUCATIONAL PROGRAMS IN THE DETROIT PUBLIC SCHOOLS WITH A FOCUS ON ESEA TITLE I

A. *Opening Statement*

Detroit, like all other major cities in the United States, for decades has had families whose children have not been successful in the Detroit Public Schools. The complexity of community, home, and school conditions in the ghetto have historically placed extraordinary pressures on people and on institutions. It is not believed necessary to fully develop the causative aspects of the problems of the ghetto. It is most necessary to admit that the major school systems in the United States, including the Detroit Public Schools, have not been fiscally or educationally equipped to meet the multiple needs of inner-city residents. A decade ago, the problems were severe but were seemingly invisible because of a largely black community that was frustrated with a sense of total hopelessness. The community also was voiceless. Today, many of the same problems remain but the same community is no longer mute. Instead, the frustration now manifests itself in great and demanding rhetoric. The current verbal ability to demand sound education and housing and employment now most easily can turn to physical rage, exemplified by the 1967 disorders in this city. The Detroit Public Schools have long embraced the concept that states and the Federal government must provide *vast amounts* of program money in order that local school systems can meet the demand and right of all citizens to acquire educational excellence for their children.

Thus, the school district was engaged in experimental compensatory educational programs with its own budget and with the help of various foundational institutions as early as 1959. In 1964, the Detroit Public Schools attempted to assume national leadership in enjoining with the legislation provided under the Economic Opportunity Act to continue and enlarge compensatory educational programs for the disadvantaged. In 1965, the Detroit School system was ready to launch programs as massive as the Elementary and Secondary Education Act of 1965 would allow.

The various titles of the Elementary and Secondary Education Act of 1965 have provided an opportunity to focus more directly on the problems encountered during the nine-to-three school day. In April and May of 1965, the Program Development-Special Projects staff met with every school principal and with as many community groups as possible. The provisions of the Elementary and

Secondary Education Act were explained to these groups, and it was suggested that it was "dream time". They were asked to meet with their school staffs and parents and to submit their ideas on how they could "make the most significant difference in the lives of their children", whether disadvantaged or advantaged. Over one thousand such ideas were received. These were then categorized and sent back to representative committees from each high school constellation in the city.

These committees consisted of administrators, teachers, parents, and community people. They then assessed priorities to the categories of dreams and ideas which had been submitted.

B. The evolution of compensatory educational programs in the Detroit schools—The great cities project

The Detroit Public Schools began, in 1959, a three-school experimental compensatory educational project called the Detroit Great Cities School Improvement Project. A year later, the Ford Foundation provided some support to the project and it was then expanded to seven schools, one senior high school, two junior high schools, and four elementary schools. The basic ingredients of that project were the addition to the staff of:

1. a school-community agent, as the liaison person between the school and the community,
2. a reading consultant for dealing with the problems of reading, both in the remedial and in the in-service training sense,
3. additional visiting teacher service,
4. the community school concept, where the school was kept open evenings, weekends, and summers for enrichment, remediation, and leisure activities for children, youth, and adults of the local community,
5. curricular modification, primarily as a result of the community involvement in the school program, and through in-service education of the local school staff,
6. additional supplies, equipment, and materials to compensate for the lacks in the lives of these children and to reinforce the teaching staffs,
7. a school fund to supplement the normal requisitioning and purchasing allotments.

Funding levels for the Great Cities School Improvement Project are indicated in the chart that follows:

DEVELOPMENT OF THE GREAT CITIES SCHOOL IMPROVEMENT PROJECT—DETROIT PUBLIC SCHOOLS, 1959 THROUGH 1971

Date	Number of schools	Detroit public schools	Ford Foundation	EOA	ESEA, title I	Total
1959-60	3	[1] $135,000				$135,000
1960-61	7	143,500	$135,900			279,400
1961-62	7	189,500	185,800			375,300
1962-63	7	238,100	137,200			375,300
1963-64	7	298,600	76,700			375,300
1964-65	27	265,460		$1,363,850		1,629,310
1965-66	178	262,460		2,790,335	[2] $11,999,074	15,051,869
1966-67	178	385,478		2,027,920	11,221,537	13,634,935
1967-68	178	475,600		942,612	11,281,162	12,699,374
1968-69	178	468,491			10,460,289	10,928,780
1969-70	126	[1] 470,000			13,838,048	14,308,048
1970-71	126	[1] 450,000			15,400,413	15,850,413

[1] Estimate.

[2] Included in great cities project, title I, funding amounts are many more program components and strategies than those listed in the text just preceding this chart, e.g., work study programs, camping, etc.

In the 1964–65 school year, the program was expanded in content as well as in number of schools receiving service. Funds received by the Detroit Public Schools from the Office of Economic Opportunity (OEO) supported this expansion. OEO funds provided from the several titles of the Economic Opportunity Act of 1964 presented the opportunity for the development of additional programs designed to supoprt the activities conducted by the Great Cities School Improvement Project. These are described in the section of this paper titled Detroit Public Schools and Community Action Programs.

C. Detroit Public Schools and Community Action Programs

In November of 1964, in cooperation wtih the Mayor's Committee for Total Action Against Poverty (now known as the Mayor's Committee for Human Resources Development), six Community Action Programs were initiated and operated by the Detroit Public Schools:

The School Communtyi Project in Disadvantaged Areas (Great Cities Project—20 schools);

The Extended School Program (33 schools);

The Pre-School Child and Parent Education Program (10 sites);

The Assistant Attendance Officers Program;

The Intra-Mural Physical Education Project (4 schools), and

The Child Day Care Study Center (Planning Process).

In 1965, the following programs were added under EOA funding:

In-School Youth Work Training (Senior High School—Spring-summer 1965);

Project R.E.A.D. (Remedial Education for Adults), and

Project Head Start (for the child about to enter kindergarten).

For the school year 1965–66, almost all of these projects were refunded and others added, such as an expansion of the Extended School Program to 51 schools, School Health Coordinator, School Volunteer Service, Program Development, Developmental Career Guidance (with Wayne State University), and a Pilot Project to Train Teacher's Aides.

D. The Elementary and Secondary Education Act of 1965 (as amended)

Key to the continued development of new programs and the expansion of existing ones was the advent of the Elementary and Secondary Education Act of 1965 (ESEA). In the first year of funding (1965–66) under Title I, the following programs were developed and funded:

Communication Skills Center.
Basic Reading Demonstration.
In-Service Training (Project F.A.S.T.).
Program to Continue Education of Girls Who Must Leave School Because of Pregnancy.
Cultural Enrichment.
In-School Youth Work Training (Junior High).
Discretionary Development Fund For Disadvantaged Schools.
School Service Assistants.
Program Dissemination.
Program Evaluation.
Pre-School Child and Parent Education.
Operation GO.
Job Upgrading.
Educational Television.
Equipment, Materials, and Supplies.
Summer School.
Outdoor Education and School Camping Experience.

Involvement in ESEA meant that the Detroit Public Schools could now speak to a variety of needs that had heretofore gone unmet. More of the most disadvantaged students received much-needed compensatory educational services, teachers in ghetto schools received in-service training aimed at the special needs of their students, and parents became involved in school affairs as paraprofessionals, members of Project Councils and other activities not previously possible with limited school funding. This initial funding of Title I programs in the 1965–66 school year has paved the way for additional programs funded through other titles of ESEA. These programs can be listed as follows:

ESEA Title II.—Library Books and Materials for Local Schools Professional Library.

ESEA Title III.—Neighborhood Educational Center—Language Arts—Mathematics Achievement Program in Four Elementary Schools

Computer Managed Instruction in Elementary Mathematics and Reading

Excellence in Science Project in Senior High School

ESEA Title V.—Decentralization Planning

ESEA Title VI.—Detroit's Multi-Faceted Special Education Project: Psycho-Social Teams; Staff Recruitment Services; Pre-School Experiences for Special Children, and Service to Pre-Schoolers with Language Disabilities

ESEA Title VIII.—Prevention of School Dropouts

E. Modification and redirection of title I components

The large umbrella of component program services that was developed for the 1965–66 fiscal year under Title I provides the opportunity to view an array of programs all soundly conceived and directed toward the alleviation of pupil deficiencies, as well as improvement of their skills and enrichment of their experiences. However, this approach contained the major deficiency of the low funding element per component. Thus, these programs spread over the lives of thousands of children reduce the number of dollars expended per child thus finally weakening the total impact per child. In an attempt to provide concentration of effort in order to gain maximal impact per eligible child in the school district, a reconstruction of the Title I programs was begun in 1967–68. All of our eligible schools were categorized as A, B, or C schools. This categorization related to the total percentage of eligible children per school. Thus, an A school received maximum services, a B school moderate services, and a C school minimal services.

In 1969–70 service to C schools was discontinued in favor of further concentrating services within A and B schools. Conceivably, then, program impact will be increased through service to a reduced number of eligible children in the remaining A and B schools. This means that 52 fewer school attendance areas or target areas (126 schools vs 178 previously) now receive Title I programs.

Within a given A or B school, the services available are rendered only to those students who have multiple educational handicaps. That is, a student must meet at least three of the following criteria in order to be served:

1. one or more years retarded in reading achievement,
2. one or more years retarded in mathematics achievement,
3. a minimum of ten days absence per semester,
4. one or more years overaged in grade placement.
5. one or more police contacts,
6. three or more school counselor contacts for disciplinary action,
7. member of a low-income family.

In the course of 1971–72 program planning it is anticipated that where indicated, modification will be made in these criteria. Some further refinements have been suggested.

In determining whether or not a student is eligible for service, the "degree" of eligibility within each criterion must be taken into account. For example, a student with 12 days of absence and a student with 20 days of absence both meet that criterion of eligibility related to absenteeism, but if service must be limited, the student with the greatest number of absences (20) must be ranked as first to be served.

It would seem that with criteria such as these, only a very few students would be eligible for service, but this is not the case. Perhaps, surprisingly, the massive nature of educational retardation and economic deprivation makes an overwhelming percentage of the students in almost all "A" schools and many "B" schools eligible. A review of the achievement scores from these schools will bear this out. (See attached chart—"*Correlation of Pupil Achievement with Economic Conditions of Family in 35 Title I Schools*)

Moreover, Title I school attendance areas in Detroit, ranked only by one factor—concentration of pupils from low-income families—demonstrates again that for only the one criterion of low income, large percentages of students require special service. Add to this the other handicaps of poor achievement and frequent disciplinary contacts, and the number of pupils needing compensatory educational service in the Detroit Public Schools is vast.

F. Additional Comments and Recommendations Related to Title I and Other Compensatory Educational Programs

Philosophically, those who have responsibility for planning for the so-called educationally disadvantaged in the Detroit Public Schools are in agreement with the need for greatly increased per pupil expenditures, while maintaining the basic per pupil expenditure level established throughout the district. Put another way, DPS school officials have no problem with the concept of disproportionate funding of pupils, disadvantaged vs advantaged. But local officials do have a problem with levels of total funding which generate insufficient resources for the *total number* of educationally retarded pupils who absolutely must have compensatory educational experiences.

Consistent with the modification and redirection of Title I components has been the development in 1967–68 of a program of class-size reduction and staff in-service training in 35 schools having pupils, almost 100% of whom are educationally disadvantaged. This redirection of Title I money was only accomplished through the serious reduction of other Title I programs with high potential. As a result of this development, thirty-five elementary schools, in the heart of the inner city and housing pupils with the highest degree of deprivation, are enjoying class-size reduction to a maximum of twenty-five in grades kindergarten through two.

Though programs are being modified, these modifications are not made easily. Indeed, they are made with great difficulty and generate many problems for those responsible for their implementation. For example, to bring about the "35 School Program" alluded to above, at least one promising program—Communication Skills—was reduced by two thirds. Since this modification in 1967–68, other high potential programs have also been diminshed or discontinued in the interest of redirecting and concentrating effort. The "After School Enrichment and Remediation Classes" represents another example.

Each of our Title I programs serve as excellent models and have strong support among community groups as well as through the various Title I Project Advisory Councils. Any attempt to meet a higher priority local need through redirection and concentration of monies at the expense of a given program elicits a vigorous and serious protest from clients and community who have a vested interest. Thus, for example, a minor reduction in the *Program to Continue Education for Pregnant Girls* is met with angry protest from many citizens and clients. Even though citizens are now demanding a "reduction-in-class-size-inservice training" thrust on the one hand, they insist, on the other hand, that this must not come about by the curtailment of promising programs. These problems, in the absence of additional funds, remain with the local school district.

Massive expansion of Title I of the Elementary and Secondary Education Act and other compensatory education legislation would enable the school district to maintain its specialized programs and expand them. It would also allow the development of ideal conditions in the local schools with high concentrations of eligible children toward the acquisition of significant academic achievement gains. This school district has courageously moved in many directions on behalf of its total student body and on behalf of its inner-city citizenry. This leadership has led to Detroit's current dilemma, demonstrated by willingness to improve in every educational direction and the lack of fiscal wherewithal to continue to expand and to more forcefully and fully develop its programs.

Of serious concern to those who develop, operate and receive services from Detroit Public School special programs is the decrease (relative decrease in some cases) in funding level of these programs. The Detroit Schools no longer receive the $2,000,000 once provided by OEO for the Great Cities School Improvement Project. Funds totaling approximately $700,000 for the DPS involvement in the local Concentrated Employment Program (Urban Area Employment Program, employing and training 165 paraprofessionals) have been withdrawn. The funding of a very successful Model Neighborhood elementary reading program may suffer a 75% curtailment for the 1971–72 school year.

Other factors complicate these money losses. Program costs increase at least 8–10% each year. This means an 8–10% increase in funding from year to year is necessary just to maintain existing levels of service. The number of students eligible for and requiring special educational service increases year by year. Pilot projects which were designed to demonstrate effectiveness need to be expanded. The realization is upon us that larger amounts of money per student are necessary to make differences in students' lives. This fact begs the concentration of limited resources on fewer and fewer students. As a result, many students with serious educational needs go unattended.

The role of the paraprofessional in the Detroit Schools is critical. Some 2000 individuals employed in and out of the classroom have become key staff members; as essential to the smooth operation of schools as professional staff. Funds for the development of training programs and "career ladders" for paraprofessionals is a must. What is more, paraprofessionals are now organzing and developing bargaining units as formidable as those of teachers, administrators and other personnel. Where redirection and concentration has cost paraprofessionals their jobs, a disservice is performed in behalf of children as well as the adult paraprofessional. Needless to say, such a move creates problems.

All of these factors have added up to one thing—severe demands being placed on limited funding resulting in unfortunate major modifications and cutbacks in all special programs. Inasmuch as these programs are essential to the prevention of educational deficits and improving students academic performance and behavior, it is critical that immediate attention be given by the Federal Government to increased levels of educational program funds to meet the new and ever increasing challenges to urban education.

Detroit's experience of the past few years in special programming indicates that to bring about a more significant degree of improvement in the academic performance of students and to prevent the accumulation of educational deficits in children, more attention *must* be given to the provision of additional services to students *during the school day*. Furthermore, funds for services to students must be provided in quantities far in excess of the existing per capita allocations common to most urban school systems.

When the DPS began developing and operating special educational programs sponsored by the OEO in 1964, program guidelines prevented the utilization of funds for students activities and programs during the school day.

After school enrichment and remedial interventions, therefore, were emphasized as a fundamental vehicle for the involvement of students. Though many rewarding educational programs were mounted under this structure, experience suggests that a greater impact on student preformance and behavoir can be realized by the development of programs to involve students, teachers and parents *during the school day* rather than after. One of the important features of ESEA Title I, for instance, lies in its adaptability to meet local school needs *during the school day*. As was indicated, this was not possible with OEO funding. Detroit, for instance, has been able to provide services such as Reading Coordinators, Reduction of Class Size, special supervisory personnel in the person of Staff Coordinators for Elementary Schools, Communication Skills Centers, and Experimental Reading Programs as "during the school day" activities. Students who desperately need assistance and who, for one reason or another are not attracted to after-school activities, are able to be helped.

What follows are charts and graphs showing relevant information regarding ESEA Title I in Detroit.

CORRELATION OF PUPIL ACHIEVEMENT WITH ECONOMIC CONDITIONS OF FAMILY IN 35 TITLE I SCHOOLS

School	Percent of children from low-income families	Percent of students in bottom quartile of Iowa test of basic skills (lower 25 percent)
George	99	62
Hillger[1]	50	56
Jones	60	63
Joyce	55	59
Kennedy	90	85
Kennedy Annex	85	82
Lincoln	95	78
Marcy	55	66
Maybee	90	60
Monteith	80	65
Moore	80	61
Nichols	70	88
Norvell	60	81
Alger	55	60
Balch	80	64
Breitmeyer	60	68
Burton	75	50
Campau	70	68
Campbell and Annex	75	79
Chandler	60	66
Chaney	95	68
Couzens	55	73
Dwyer	55	66
Edmondson	90	68
Edmondson Annex	90	68
Foster	75	66
Franklin	55	56
Palmer	75	51
Pingree	55	68
Scripps Annex	70	90
Trowbridge	60	71
Williams	70	68

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[1] All schools are classified as A schools with the exception of Hillger—which is classified as B.

DETROIT PUBLIC SCHOOLS—ELEMENTARY AND SECONDARY EDUCATION ACT, YEARLY FUNDING LEVELS

	1965–66	1966–67	1967–68	1968–69	1969–70	1970–71
Title I: Educational Programs for Disadvantaged	$11, 999, 074	$11, 221, 537	$11, 281, 162	$10, 453, 233	$13, 838, 043	$15, 400, 413
Title II: Library Materials and Supplies	705, 476	712, 195	1, 069, 275 37, 000	581, 610	510, 186	954, 734
Title III: Supplementary Educational Centers and Services			[1] 20, 722	[2] 2, 500, 000	1, 194, 000	1, 560, 000
Adult Education (ESEA amendment to title III)		244, 767	648, 776	501, 519	313, 338	349, 425
Title VI: Education of Handicapped Children			155, 338	225, 819	267, 489	276, 439
Title VIII: Dropout Prevention					[1] 20, 000	500, 000

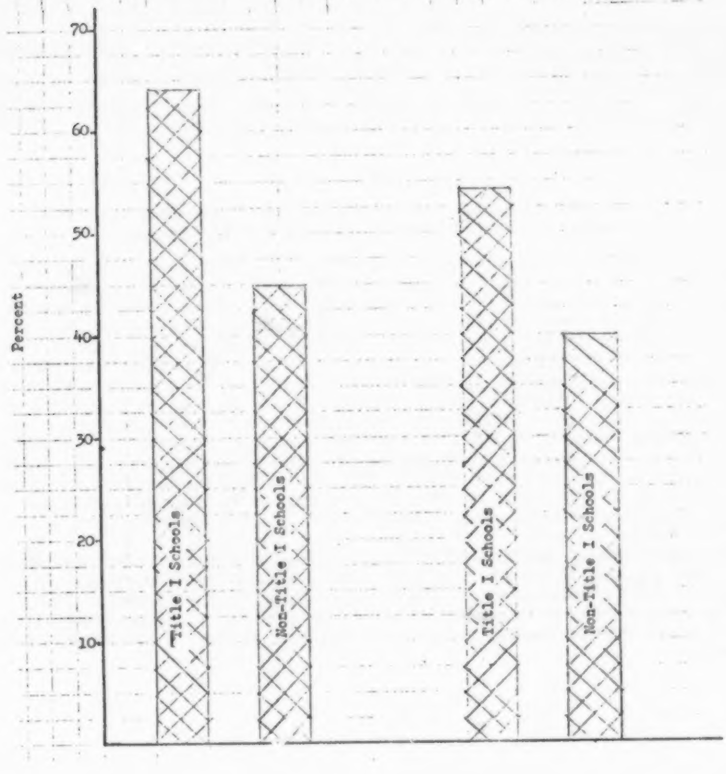
[1] Planning.
[2] NEC.

III. EVALUATION SUMMARY OF THE EFFECTS OF COMPENSATORY EDUCATIONAL PROGRAMS SERVING PUPILS IN DETROIT PUBLIC SCHOOLS

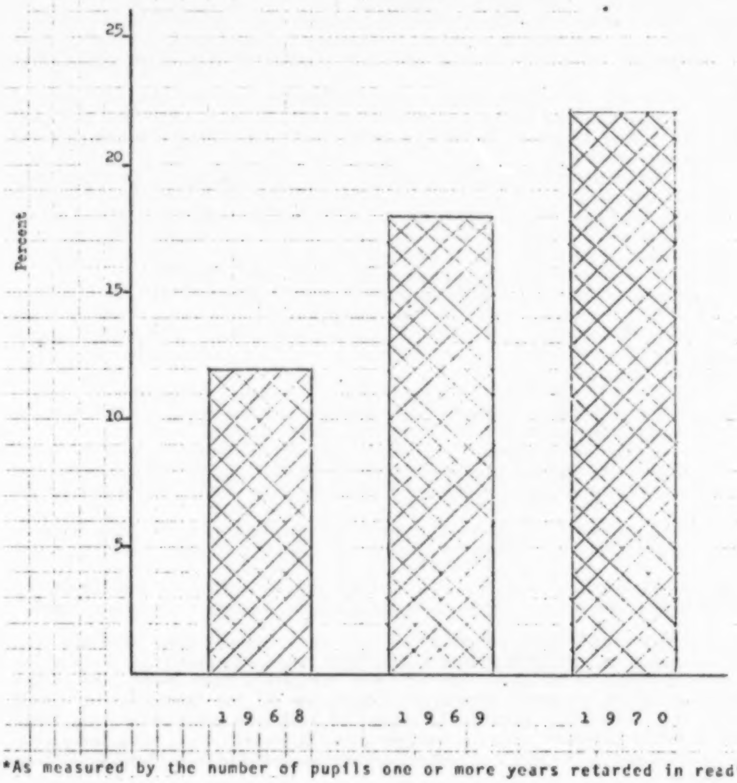
These findings are based upon the results of the Iowa Test of Basic Skills administered to Grade 4 pupils as part of the regularly scheduled testing program in the Detroit Public Schools. This grade level was selected for analysis because most compensatory educational programs are directed towards pupils in the early grades. From 1968 to 1970, the percentage of Grade 4 pupils in *all* Detroit Schools more than one year below grade level in reading achievement decreased from fifty percent to forty-six percent. In 1968, sixty-four percent of the Grade 4 pupils in Title I schools were more than one year below grade level in reading achievement; by 1970, this percentage was reduced to fifty-four. The corresponding reduction in non-Title I schools was only five percent, from forty-five percent to forty percent. Approximately one-fifth of the Title I schools showed a reduction of at least twenty percent; only one-tenth of the non-Title I schools showed a similar reduction. In 1968, one out of nine Title I schools had fewer pupils retarded in reading than the city mean; in 1970, the ratio increased to one out of five.

The overall rate of improvement in the percentage of pupils retarded in reading was twice as great in schools, that were participating in projects funded by the state and federal government, in addition to locally funded programs. The following graphs indicate the extent to which the percent of pupils substantially below grade level in reading achievement has been reduced over the past two years.

PERCENT OF TITLE I AND NON-TITLE I
GRADE 4 PUPILS MORE THAN ONE YEAR BELOW GRADE LEVEL
IN READING ACHIEVEMENT



PERCENTAGE OF TITLE I SCHOOLS THAT HAVE ACHIEVED
BETTER THAN THE CITY WIDE MEAN
IN READING ON THE FOURTH GRADE IOWA TEST*



*As measured by the number of pupils one or more years retarded in reading.

Detroit's success in the development and implementation of special educational programs is remarkable. This school district has embraced the concept of the full utilization of federal, state and other special monies for years and has established many programmatic thrusts which have become institutionalized in the best sense of that word. To list all of these and discuss them fully would take more time than is available to this committee. Here are but a few of the important developments emerging from compensatory educational programming in Detroit:

1. Development of up to 2000 educational paraprofessionals almost all of whom assist in the instructional process working closely with teachers and pupils.
2. Development of a career lattice for the advancement of paraprofessionals.
3. Development of numerous Community-School advisory boards. It is the belief of the Office of Federal, State and Special Projects that the establishment of the decentralized school government with regional boards of education is a direct outgrowth of the growing sophistication of citizens and citizen groups as they participate in the advisory and decisionmaking process in compensatory educational programs.
4. New professional educational roles:
   (*a*) Curriculum Leader—An assistant principal who becomes expert and takes leadership role in curriculum.
   (*b*) School Community Assistant—A paraprofessional who serves as a communication link between school and community.

(e) Elementary Staff Coordinator—An elementary school guidance and counseling specialist who serves kids directly but also coordinates local school program for maximum impact on kinds with greatest needs.

5. Individualized Instruction—Programs are now being designed and re-designed where nessary to offer greater individualization of treatment for pupils.

6. Program development in the area of special (handicapped) education have been especially innovative in the area of pre-school and early elementary education.

There are many indicators of the success of Detroit Public School educational programs. What follows is the list of some of the programs which have demonstrated success by virtue of the hard data on pupil achievement emerging from each separate project:

(a) *Neighborhood Educational Center*—An ESEA Title III program with outstanding and innovative features conducted in four inner-city elementary schools. This program is producing achievement goals in reading and math.

(b) *Follow Through*—A national concept serving children who have had Head Start experience. The Detroit program serving two inner-city schools, grades K–3 has produced important achievement gains in kids.

(c) *Self Instructional Reading Laboratory*—A program of individualized elementary reading instruction now being implemented on a broader scale following a successful pilot effort. The program features behavioral goals, appropriate hardware, paraprofessional laboratory management and pupil self management.

(d) *Model Neighborhood Educational Component*—After only 6 months of program operation, using special reading materials and teaching training, pupils have made notable gains in reading skills.

(e) *Great Cities Summer Program*—An enrichment program in basic skills has each summer produced dramatic gains in pupils which have been sustained through the following school year as measured by standardized tests.

The list of success could go on. But these are highlights dramatizing the success of compensatory educational programs serving Detroit Public School pupils.

IV. RECOMMENDATIONS MADE TO THE UNITED STATES OFFICE OF EDUCATION BY REPRESENTATIVES OF THE DETROIT PUBLIC SCHOOL SYSTEM—DECEMBER, 1969

The operation of federal programs in this school district since 1965 has provided us with some perspective and insight that may be of assistance in developing recommendations to make the Office of Education more responsive to the educational needs of Local Educational Agencies. Of the thousands of school districts that collectively provide the impact of American public education, large urban districts generate concerns unique unto themselves. It is with these concerns in mind and in the spirit of mutual assistance that the following suggestions are offered.

Guidelines

The early receipt of guidelines in the development of federal programs is vital to local agencies in order that they may adhere to the law and legislative intent in the development of educational programs. For example, whereas some states may not have distributed ESEA program guides containing specific rules for specific kinds of programs to their LEA's in the absence of a request for these, the State Department of Education in Michigan has routinely provided them albeit with some exceptions. However, in more than one instance, these guides have arrived far too late in relation to the funding period to be fully beneficial. As a matter of practice, all program guides should be automatically routed to LEA's as soon as they are available for distribution.

In terms of content, the relatively small number of program guides that have been received have proved to be reasonably definitive as far as they went. However, the guides have been so incomplete in terms of the range of topics treated that it has been necessary to place heavy reliance on verbal interaction with State authorities. Much of this has transpired over the telephone. The upshot is that much of the information and rendering of opinion to this school system has not been reduced to writing for the benefit of other school districts. This is a circumstance that has probably been replicated throughout the country on countless occasions.

The task confronting the Office of Education then is one of closing the currently existing gaps in information. While some helpful operational instructions for federal program purposes have emerged, unfortunately far too little has been available. More specifically, it is felt that large urban local education agencies should participate in the development of guidelines and criteria. It is felt by Detroit Public Schools officials that "big city" concerns are frequently not addressed in guidelines as usually presented. Large urban school districts have unique problems and concerns which can only be attended to if these school systems are involved in guideline preparation.

Such items as updating and early delivery systems for guidelines, state and federal conflicts on approval of projects, and the amelioration of inconsistencies between local operations and federal guidelines are suggested areas where urban districts may be of assistance.

Management and Accountability

While many questionable uses of federal funds in various parts of the country have become evident, there is cause for concern that pressures to introduce procedures designed to correct this situation might result in remedies that work to the disadvantage of urban school systems like our own that have indeed complied with the spirit of legislation in addressing the educational needs of children. Thus, it becomes important to articulate the position of the Detroit Public Schools on the vexing problem of *auditing*, *monitoring*, and *compliance* if management improvements undertaken by the Office of Education are to serve fairly the interests of big-city school systems.

As a prerequisite to the establishment of sound procedures in the area of fiscal monitoring and program audit, the Federal authorities must first become willing to recognize that it is altogether impractical to expect any large school system to maintain separate operations for handling the myriad of administrative details associated with a project. The division of labor within a department engaged in such activities as purchasing, payroll, or housing absolutely precludes the possibility of assigning personnel to a project on a full-time basis. Depending upon fluctuations in the workload, varying amounts of time may be spent on matters related to a particular Federal project. In a large school system it becomes almost impossible to assess overhead costs with exactitude within a total sequence of program actions. Therefore, the Office of Education must devise formulas that lend themselves to the realities of operating a school system.

Inasmuch as the problem described is a rather technical one demanding special expertise, it would be altogether appropriate for the Office of Education to contract with an independent accounting firm for a study to yield the kinds of recommendations that would satisfy both Federal, State, and local concerns. Whether done on the outside or internally by the Office of Education, however, it is imperative that the end result be a carefully built set of directives clearly outlining procedures for claiming *all* indirect costs stemming from Title I activities. Related to this should be clear-cut statements of the type and manner of accounting treatments to be used in all situations pertaining to fiscal control where problems might be encountered. Either technical assistance or Federal funds enabling LEA's to engage the services of accountants might be called for to the extent that Federal requirements impose a need for redesign of the adaptations within local accounting systems.

At the same time that the Federal government must be urged not to prescribe rules or regulations that are inconsistent with local operations, the need for tightening auditing methods must be addressed. Here again it is incumbent upon the large cities to counsel a pragmatic approach. This demands that the Federal government realize that it is generally absurd to demand restitution where audit exceptions are sustained except in those cases where deliberate defalcations have arisen.

Instead of seeking collection, the Federal government should endeavor to create some procedures for assuring compliance where changes are in order. As a corollary to this approach, the Office of Education must become committed to the posture that if an audit is to be effective it must be relatively immediate in relation to the expenditures made. By the same token the report based upon the audit must also be fairly immediate. In this context the "old" system of the inspector general's office in army might warrant consideration in showing how audits could be reasonably related to discreet periods of time with some effectiveness as a monitoring device. Under a system of this type an audit would be scheduled, deficiencies noted, a time-table for correction established, and a recheck conducted to ascertain the occurrence of compliance. Ideally, this would permit placing of an audit report in the hands of a school system's officials within sixty days. This arrangement would then allow thirty days in which to institute changes and prepare letters of compliance.

If State authorities because of their proximity are to continue to assume the function of continual monitoring, then the Federal authorities must enunciate far more clearly than they have in the past the extent to which the burden of operational proof is to be placed upon the States. From the standpoint of the local educational agency approvals by any higher authority must be binding. In other words, the entire occurrence of after-the-fact audit exceptions where State approval had been received beforehand should simply not be taking place. If the State cannot assume the responsibilities delegated to it either by law or administrative fiat then alternative ways for channeling funds to urban school systems is called for.

A further note of caution should also be sounded in any deliberations regarding monitoring and auditing. American education is entering an era of performance contracting geared to the demand for accountability. Consequently, any system of fiscal auditing must be dovetailed with or a part of a scheme for measuring the attainment of program objectives. At the present time evaluation and fiscal monitoring are operationally distinct from one another. If the commitment to make OE an advocate for change is to be transplanted into action, then initiatives must be taken at the Federal level to encourage the implementation at the local level of integrated planning-programming-budget systems. In this connection the following excerpt pertaining to independent education audits from the *Education Daily* of December 3, 1969, assumes some relevance.

"State agencies will be trained in the use of independent performance audits for ESEA Title I and Title III. Although OE has already made the "independent educational accomplishment auditor" a must for Droupout and Bilingual programs which it administers, it is now seeking to have the concept adopted on the State level as well."

Reaffirmation of Categorical Funding

With the concept of decentralization becoming a reality in many large urban school districts, it may be an opportune time for the Office of Education to reaffirm the concept of categorical funding. It is desirable for a number of reasons to have more committed funds with clearly drawn guidelines. Among these are: (1) Federal appropriations of categorical aid insures specialized needs of schools systems being met, (2) the uses are clear-cut, the intent established, and (3) the funding is adequate to meet the objectives.

With regional board members under a decentralized situation, looking about for available funds, categorical funding is not only desirable, it is essential to the proper use and management of federal monies. Additionally, local state coersion to participate in favored practices or methods when local agencies are opposed will be held to a minimum.

Research and Evaluation.

The demands by the Office of Education for more efficient evaluation designs is a laudable position. It requires, however, substantial increases in funding for this purpose. In addition, outside evaluations, that have been required, remove from the total grant monies that could support programs. If indeed Research and Evaluation is vital to improved programming, adequate funding must be provided.

It may well be advisable to mention here, too, that the results of these evaluations are without impact if they are not available to other cities and regions of the nation. The School District of the City of Detroit, despite national critics, has significant positive data generally unknown in the United States.

Continued Funding

The advisability of continued funding in the operation of programs is a point we must address ourselves to as a positive procedure. We must be able to plan programs without the yearly anxieties as to financial considerations. Effective programs depend upon effective people who do not have to speculate about levels of funding.

Meetings

We question the proliferation of meetings around the country. In most instances, the information has already been received by large districts through their Washington representatives or stresses directions of which large urban areas are already in the forefront. These meetings may be valuable to smaller districts but in most cases it is felt the number of such meetings can be significantly reduced.

Technical Assistance

The unusual array of Technical Assistance Firms sponsored by the Office of Education have little value to a school district of this size and capability. The various departments and divisions of this system contain nationally known people in almost every field. We would wonder about the advisability of the maintenance of a large number of these firms by the Office of Education for large local agencies with duplicate capabilities.

V. RELATED INFORMATION

A. Summary of Special Program Components in Selected Detroit Public Schools, 1970–71.

B. Study of Elementary and Secondary Education Programs and Needs—A Report to the Committee on Education and Labor of the U.S. House of Representatives delivered by Former Superintendent Norman Drachler, Detroit Public Schools.

SUMMARY OF SPECIAL PROGRAM COMPONENTS IN SELECTED DETROIT PUBLIC SCHOOLS, 1970-71

Legislation and program	Intent of the operation	Years funded	Scope
ESEA, Title I:			
Assistant attendance officers	Aid professionals in providing concentrated attack on attendance problems.	1965-71	40 attendance officers serving title I elementary junior and senior high schools.
College opportunity program	Provides information and assistance to aid entrance of low-income students to college.	1968-71	Low-income students in inner city high schools.
Communication skills	Provide diagnostic and remedial service in language arts to selected title I elementary pupils.	1965-71	Students 2 or more years retarded in reading in selected title I schools.
Contingency managed self-instruction	Provide skills in math and reading through individualized approach	1970-71	Students in up to twenty selected title I A schools.
Continuing education for pregnant girls	Assist pregnant school-aged girls through pregnancy with goal of finishing education.	1965-71	Pregnant unwed school-aged girls in title I A schools.
Developmental career guidance in action	Increase pupil aspiration and reduce dropout rates in selected title I elementary and secondary schools.	1966-71	Potential drop-outs in selected title I schools.
Elementary staff coordinators	Raise level of academic achievement, reduce disruptive behavior through individual and group counseling in title I elementary schools.	1967-71	35 title I schools, selected pupils therein.
Enrichment program for institutionalized children	Promote academic and emotional growth of children in institutions selected.	1966-71	Neglected and delinquent students in 9 selected institutions.
Focus on Afro-American life and history	Develop skills in reading and ability to interpret data utilizing Afro-American materials as a core curriculum.	1967-71	Students in selected title I schools summer program.
Great cities project	Increase academic achievement through summer remedial and enrichment classes.	1965-71	Students K-12; title I, A and B schools.
Buses	Provide transportation for field trips	1965-71	Title A and B school.
Curriculum laboratory	Materials center where title I staff members produce specialized materials for instructional purposes.	1965-71	Title I, A and B teachers.
Operation Go	Provide enrichment experiences for potential elementary and junior high dropouts.	1966-71	Pupils in selected title I schools.
School community assistants	Serve as liaison between school and community while serving needs of eligible pupils.	1965-71	Title I, A and B schools. Usually 2 per school.
School service assistants	Serve as instructional assistant to classroom teacher	1965-71	Do.
Job upgrading	Counseling and course work for dropouts in order to return them to full-time school or job.	1965-71	Title I secondary school students.
Junior high work training	Provide work experience and allow junior high school students to remain in school.	1965-71	Title I junior high school students.
Outdoor education and school camping	Expose youth to nature and group living, while pursuing enrichment to remedial activities.	1965-71	School aged children from low-income families.
Preschool child and parent education	Maximize growth of preschool children from disadvantaged homes.	1965-71	Children aged 3 to 5 from disadvantaged families in title I area.
Project FAST	Provide inservice training for teachers and administrators in selected title I schools and components.	1966-71	Title I schools with reduction of class size.
Reading coordinators	Leaders of reading improvement activities for selected title I pupils and their teachers.	1964-71	Selected title I schools.
Reduction of class size	Provide class reduction to 25 or less in primary unit in selected title I A schools.	1967-71	35 title I schools.

School community agents	Guide community development, serve as liaison between school and community. Serve selected students.	1968–71	Students in selected title I schools.
School volunteers	Further effectiveness of lay volunteers in the schools	1967–71	Work with selected pupils in title I A and B schools.
Volunteer placement corps	Aid high school students in gaining college entrance and employment.	1970–71	Low-income students in selected title I high schools.
ESSA title II: Library books and materials for local schools	Supplement learning materials in school libraries and classrooms	1967–71	All public elemnetary and secondary schools.
ESSA title III: Neighborhood educational center	Increase academic achievement. Reading and mathematics emphasis.	1967–71	4 title I elementary schools.
Adult Education Act (ESSA amendment to title III):			
Project READ	Provide under-educated adults with basic education skills	1964–71	Under-educated adults in Detroit school districts.
Urban adult education institute	Provide opportunities for educational and economic upgrading	1967–71	Under-educated or under-employed adults in Detroit school districts.
ESSA title VI Detroit's multifaceted special education project:			
Psychosocial services	Provide diagnostic services for children	1968–71	Serves 500 plus pupils.
Preschool	Provide preschool for handicapped children (Rubella)	1967–71	Serves 28 pupils.
Preschool for multihandicapped	Facilitate over-all growth of preschool multihandicapped children (see Handicapped Children's Early Education Assistance Act).	1970–71	Serves 20 pupils.
Pupils with language disabilities	Provide language experiences for children with language disabilities.	1968–71	Serves 20 pupils at preschool level.
School camping for handicapped	Provide camping experience for handicapped children	1969–71	Serves 100 pupils.
Parent education	Involves parents through in-service training sessions	1970–71	Parents of children in title VI components.
Recruitment services	Recruit certified teachers for special education	1969–71	Selected teachers who are interested in certification in special education.
Administrative unit	Provide director, evaluator, and secretary to carry out administrative tasks of operating the program.	1970–71	Program director, evaluator, and secretary.
USEA title VIII: Detroit's dropout prevention program	Raise math and reading performance in Northeastern High School and feeder schools.	1970–71	Northeastern Senior High School and feeder schools.
Demonstration Cities Act: Model neighborhood education component	Raise achievement level in math and reading—curriculum change, inservice training and optimum conditions.	1960–71	Students in all model neighborhood area schools.
Economic Opportunity Act:			
Head Start, Follow-Through, K–3	Carry on gains of children in Head Start program	1967–71	Classes at Edmonson and Campbell schools.
Preschool child and parent education—Full year Head Start	Provide educational experiences to preschool children from low income families.	1964–71	Preschool children from low-income families.
Parent-child center	Provide preschool and parent education to low-income families in specified area of city with high density of low-income families.	1968–71	Preschool children and their parents in N.S.P. area.
Public service careers program	Provide in-service training for preschool aides	1970–71	18 preschool aides.
Neighborhood Youth Corps	Assist students from low-income families to gain financial assistance through work-study plan.	1966–71	High school students from low-income families.
Education Professions Development Act:			
Aid training and development	Provide in-service training for classroom aides	1969–70	250 aides.
Career opportunities program	Provide career ladder for upgrading paraprofessionals	1970–71	Paraprofessionals in model neighborhood area.
Detroit public schools program to train elementary school librarians.	Train cadre of qualified elementary school librarians	1970–71	24 trainees recruited as noncertified liberal arts graduates.
Spanish speaking intensive teacher training program	Train bilingual persons for teaching positions	1969–70	25 trainees.
Special education internship	Prepare individuals with bachelor's degree and certification to enter special education classrooms.	1971–72	30 trainees.
Teacher Corps, cycle V	Increase reading achievement level; train teachers via team teaching strategies.	1966–71	46 interns, 10 schools.

SUMMARY OF SPECIAL PROGRAM COMPONENTS IN SELECTED DETROIT PUBLIC SCHOOLS, 1970-71—Continued

Legislation and program	Intent of the operation	Years funded	Scope
Education Professions Development Act: Training school administrators as education systems' analysts.	Train selected administrators in techniques of systems analysis	1970-71	Administrators from selected schools.
Handicapped Children's Early Education Assistance Act:			
Individualized instruction for retarded children	Develop individualized materials to be used by retarded children in the classroom.	1969-71	1 class—Edmonson School.
Preschool for multihandicapped children (See ESEA, title VI)	Facilitate overall growth of preschool multihandicapped children	1969-71	20 children.
NDEA, Title V-A: Interdisciplinary pupil personnel project	Demonstrate effectiveness of an articulated interdisciplinary approach to pupil personnel services.	1970-71	Central High School educational park complex (grades K-12).
Sec. 3, State Aid Act: Class size reduction, in-service training	Reduction of class size, training of professional and paraprofessional staff with the goal of raising student achievement in math and reading.	1968-71	82 selected schools.

STUDY OF ELEMENTARY AND SECONDARY EDUCATION PROGRAMS AND NEEDS

COMMITTEE ON EDUCATION AND LABOR
U.S. HOUSE OF REPRESENTATIVES

I. School System Profile

Name of School System Board of Education of the School District of the City of Detroit

Address 5057 Woodward Avenue City and State Detroit, Michigan 48202

Name of person reporting Dr. Norman Drachler

Official position Superintendent of Schools

Congressional District number(s) 1, 12, 13, 14, 16 and 17

Enrollment 290,179 (September 26, 1969)

General Instructions:

Please answer all multiple-choice questions. Space is provided after each question in the event you wish to make additional comments.

The questionnaire and any additional statements or attachments you may wish to add should be returned to the Committee on Education and Labor in the enclosed envelope.

1. *How would you characterize your school district?*

(a) _____x_____ urban (over 100,000 population)
(b) ___________ urban (50,000–100,000 population)
(c) ___________ urban (25,000–50,000 population)
(d) ___________ small city (under 25,000 population)
(e) ___________ rural
(f) ___________ suburban

Additional comments:

The School District of the City of Detroit is characterized by Michigan State law as a first-class school district, a classification reserved for those school districts whose enrollment is in excess of 120,000 pupils. The total enrollment in the Detroit schools is 290,179 as per the official 4th Friday count of September 26, 1969.

2. *What percentage of the students in your school district should be receiving special services of the type authorized by Title I ESEA?*

(a) ___________ 0–9 percent
(b) ___________ 10–19 percent
(c) ___________ 20–29 percent
(d) ___________ 30–39 percent
(e) _____x_____ 40–49 percent
(f) ___________ 50–59 percent
(g) ___________ 60–69 percent
(h) ___________ 70–79 percent
(i) ___________ 80–89 percent
(j) ___________ 90 percent

Additional comments:

Approximately 27,000 students are receiving services in the Title I school attendance areas. Of 94,529 pupils eligible for service, this represents approximately 28%. In addition an estimated 36,000 students in the non-Title I schools are also educationally deprived by approved Title I criteria and require service. This represents approximately 130,529 pupils or 45% of total enrollment requiring servic

3. *What percentage of the students in your school district are now receiving special services of the type authorized by Title I ESEA?*

(a) _____x_____ 0–9 percent
(b) ___________ 10–19 percent
(c) ___________ 20–29 percent
(d) ___________ 30–39 percent
(e) ___________ 40–49 percent
(f) ___________ 50–90 percent
(g) ___________ 60–69 percent
(h) ___________ 70–79 percent
(i) ___________ 80–89 percent
(j) ___________ 90 percent

Additional comments:

Detroit Public Schools are concentrating services on a target population of 27,641 out of a total school population of 290,179 (less than 10%) as it relates to Title I activities. In addition, there are 20,000 pupils receiving health, nutritional and special services from other special legislation: Economic Opportunity Act, Title II, Multi-Handicapped Legislation, Vocational Education Act, etc.

4. *If there is a disparity between the percentage in questions 2 and 3 above, to which of the following causes do you attribute the disparity? If more than one, please list according to the magnitude from 1 to 5:*

(a) _____x_____ insufficient funds
(b) __________ insufficient personnel
(c) __________ insufficient knowledge of special areas
(d) __________ uncertainties of Federal funding
(e) __________ no disparity
(f) __________ none of the above

Additional comments:

5. *What percentage of your total enrollment is represented by the numbers of Title I children now counted in your official allocation for 1969-70?*

(a) __________ 0–9 percent
(b) __________ 10–19 percent
(c) _____X_____ 20–29 percent
(d) __________ 30–39 percent
(e) __________ 40–49 percent
(f) __________ 50–59 percent
(g) __________ 60 percent +

Additional comments:

$$\frac{81{,}869}{290{,}179}\ \frac{\text{Allocation population (AFDC and Low-Income Pupils)}}{\text{Total enrollment}} \times 100 = 28\%$$

6. *What percentage of your total enrollment is included in your eligible Title I schools?*

(a) ______ 0-9 percent
(b) ______ 10-19 percent
(c) ______ 20-29 percent
(d) ______ 30-39 percent
(e) ______ 40-49 percent
(f) ______ 50-59 percent
(g) __x__ 60 percent +

Additional comments:

Of the 290,179 students attending the Detroit Public Schools. 186,471 are in attendance at schools categorized as Title I eligible schools.

7. *What percentage of your total enrollment within your eligible schools is also eligible to receive Title I services?*

(a) ______ 0-9 percent
(b) ______ 10-19 percent
(c) ______ 20-29 percent
(d) ______ 30-39 percent
(e) ______ 40-49 percent
(f) __x__ 50-59 percent
(g) ______ 60 percent +

Additional comments:

94,529 students out of a total of 186,471 are eligible to receive Title I funds.

8. *What is the principal use of Title I funds in your district?*

(a) __x__ to make a significant improvement in performance of children in schools of *highest concentrations* of poor children
(b) ______ to improve services to all children in *eligible schools*
(c) ______ other— please specify in additional comments

Additional comments: The concentrations of poor pupils in more than 178 Detroit schools is better than 25%. In the attempt to maximize educational programming for eligible pupils in schools with concentrations of the poor greater than 40%, eligible pupils in schools with significantly high poor concentrations must be ignored. For example, some 50 schools with concentrations of the poor estimated at between 25 and 40 have had Title I services removed in order to further concentrate limited funds in schools with percentages of the poor greater than 40%.

What level of funding for Title I would be necessary if your school district were to provide Title I programs and services for all children in need of such special programs and services during the regular session?

(a) ______ less than the level of funding for the school year 1969–70
(b) ______ at the level of funding for school year 1969–70
(c) ______ 10 percent more than the school year 1969–70
(d) ______ 25 percent more than the school year 1969–70
(e) ______ 50 percent more than the school year 1969–70
(f) ___x___ other—specify in additional comments

Additional comments: Better than 50% additional funding for Title I would be required to provide service to all children in this school district in need of such service. Presently approximately 27,000 pupils recieve direct Title I services. There are another 67,000 in Title I schools alone who are classified as low income. The majority of the 67,000 are eligible for and need service. These additional pupils, representing better than 50% of those now receiving concentrated services, would require service costing better than 50% additional funding. Increasing this funding percentage still further are approximately 36,000 eligible pupils in non-Title I schools requiring service.

10. *What level of funding for Title I would be necessary if your school district were to provide Title I programs and services for all children in need of such programs and services during the summer session?*

(a) ______ less than the level of funding for the school year 1969–70
(b) ______ at the level of funding for school year 1969–70
(c) ______ 10 percent more than the school year 1969–70
(d) ______ 25 percent more than the school year 1969–70
(e) ___x___ 50 percent more than the school year 1969–70
(f) ______ more than twice as much as the school year 1969–70

Additional comments:

(Same as above, see No. 9)

11. *If any of the following represented a serious problem during the 1969–70 school year, please indicate the severity of the problem by ranking from 1 to 3 those that were the most difficult for your district:*

(a) ___1___ inadequate Federal funding

(b) ____2____ late Federal funding
(c) __________ restrictions on the use of Federal funds
(d) __________ complexities in securing approvals
(e) __________ no serious problems
(f) ____3____ other—specify in additional comments

Additional comments: (a) As indicated in answers 9 and 10, the most serious problem is inadequacy of Federal funding. (b) With some speed up of the Congressional appropriation process, the problem of late funding can be overcome. (f) The authorizations passed on by Congress are realistically recommended and based on known needs, but at no time during the operation of ESEA have adequate appropriations been made to meet the aspirations of those who expected to be served. Therefore, full appropriations or 100% of the authorization is required.

12. *If your program is hampered by operational deficiencies, please respond to the following by ranking from 1 to 3 the following problems according to their severity in your district:*

(a) ____1____ inadequate funds for regular programs
(b) ____2____ inadequate facilities and materials
(c) __________ unavailability of qualified professional personnel
(d) __________ need for greater parental support of program
(e) __________ need for technical assistance
(f) __________ no operational deficiencies
(g) __________ other—specify in additional comments

Additional comments:

(a) The school district is currently experiencing a $20,000,000 deficit in its operational budget. This situation prevails in spite of austerity measures that have been imposed. (b) As the result of legal restrictions on bonding authority, the school district has a manifest need of $250,000,000 additional dollars for school facilities.

13. *If your school services are encountering difficulties in student achievement and attainment, please indicate by a ranking from 1 to 3 the following problems which are most severe in your district:*

(a) ____3____ students leaving school before graduation
(b) ____1____ large numbers of students with low reading achievements
(c) __________ community dissatisfaction with school services
(d) __________ student unrest
(e) __________ no difficulties encountered in student achievement and attainment
(f) ____2____ other—specify in additional comments

Additional comments:

See page 7a.

14. *What do you feel should be the next step in Federal assistance to education? Please list in order of your preference from 1 to 8:*

(a) ___6___ Federal aid for teacher salaries
(b) ___4___ Federal aid for construction
(c) ___1___ full funding for existing Federal programs
(d) ___2___ general Federal aid in addition to existing programs
(e) ___5___ general Federal aid in lieu of existing programs
(f) ___7___ revenue sharing
(g) ___3___ Federal aid for comprehensive preschool programs
(h) ______ no further Federal assistance

Additional comments:

Full funding at authorization levels must take place.

15. *In general, do you feel that Federal assistance has contributed to improved student performance?*

(1) Progress on standardized tests:
(a) ______ no gains
(b) ___X___ small gains
(c) ______ significant gains

(2) Progress in nonmeasurable areas:
(d) ______ no gains
(e) ______ small gains
(f) ___X___ significant gains

ADDITIONAL COMMENTS ON QUESTION NUMBER 13 p. 7

An additional problem affecting student performance is a high level of student mobility in eligible attendance areas. Pupils receiving service move out and new pupils who have not received the full complement of service move in to an area, skewing mean student achievement data downward. Mobility rates of better than 50% in a given year have a great effect on (1) individual pupil achievement, (2) mean pupil achievement and (3) pupil social behavior.

Adding to the impact of pupil mobility is teacher turnover. In schools characterized as A (the most disadvantaged), it is not uncommon to find that 70% of the staff are at or below the 5th salary step suggesting that they are new (less than 6 years local teaching experience) and inexperienced teachers who have recently left the building. This suggests a high rate of teacher mobility not prevalent at non-Title I schools. These non-Title I schools show (1) a larger percentage of the staff above the 5th salary step (therefore, more experienced teachers) and (2) a larger percentage of staff serving for longer spans of time at a given school location. The correlation of these factors with pupil achievement scores is high.

Additional comments (include other forms of school progress): Evidence coming from selected 1968-69 program year evaluations suggests improved pupi performance. After school enrichment and remedial experiences, reduction in class size and pre-school programs are among those showing signs of improving pupil performance. Some specialized reading programs and intensive in-service training also indicate an impact on pupil performance. The notation of "small gains" is a misleading one which should be carefully interpreted lest inappropriate conclusions be drawn. A small gain may in fact represent a very significant modification in pupil performance.

16. *Do you feel that Federal programs have contributed to improved teacher performance?*

(a) ____ yes, very much
(b) __x__ yes
(c) ____ no
(d) ____ undecided
(e) ____ not receiving Federal funds

Additional comments:

Evidence of improved pupil performance in selected Title I schools appears to correlate with intensive in-service training funded by Title and other funding sources. Training has been directed toward the teaching of reading and mathematics, systematizing of instruction through behavorial goals and the individualization of instruction. Attention is given also to in-service activities relating to modificatio of teacher attitudes.

17. *Have Federal funds contributed to improving the quality of education in your school district?*

(a) __x__ yes, very much
(b) ____ yes
(c) ____ no
(d) ____ not receiving Federal funds

Additional comments:

(Refer to answer No. 15)

18. *What effect have any of the following had on the quality of education in your school district?*

	Improved Greatly	*Improved*	*No Impact*	*Reduced Slightly*	*Reduced*	*No Funds*
(a) ESEA–I Disadvantaged		x				
(b) ESEA–II Library Resources		x				
(c) ESEA–III Supplementary Centers		x				
(d) Vocational Education Act		x				
(e) Impacted Areas (P.L.–815)		x				
(f) Impacted Areas (P.L.–874)		x				
(g) Headstart		x				
(h) Emphasis on Disadvantaged in Federal Programs		x				
(i) Provision for Participation of nonpublic school children				x		
(j) Rules, regulations and guidelines which encourage parental involvement in education programs		x				
(k) Rules, regulations, and guidelines which encourage community participation in education programs			x			
(l) Federal requirements for evaluation of programs		x				

Additional comments: (1) Existing data provided to public school officials indicates that students in non-public schools show less educational deprivation than students in highly impacted public schools. Therefore, existing funds could legitimately be exhausted in behalf of highly eligible public school pupils before less eligible non-public school pupils would ever be served. Non-public school educational deprivation in Detroit is simply not as severe as public school deprivation. (2) The impact of general community involvement on quality of education (pupil performance) is indirect and difficult to assess. It could be argued that community decisions emerging from conflict filled negotiations have a negative effect on quality of education e.g., community decices to veto an apparently successful educational strategy because of their non-involvement. It can be suggested that this is contrary to the pursuit of quality education. (3) Non-public schools are closing at a faster rate in Detroit's inner city than they are in the outer city, imposing a burden on limited public school dollars not heretofore experienced. "Displaced non-public school pupils" increase public school enrollments in Title I (and non-Title I schools) schools causing some dilution of Title I services coming from the limited Title I funds.

19. *Which of the following areas in your school district is in need of expanded programs and services? Please list according to priority.*

	1	2	3	4	5	6	7	8	9	10
(a) Compensatory education	1									
(b) Secondary vocational education	7									
(c) Postsecondary vocational education	10									
(d) Preschool education	3									
(e) Special education	6									
(f) Inservice education for teachers	2									
(g) Library and textbooks	5									
(h) Equipment	9									
(i) Facilities	8	(Construction - space needs)								
(j) Other—specify below	4	(Curriculum development, experimentation & utilization)								

Additional comments:

20. *Please indicate your assessment of Federal policies in the following areas:*

Parental involvement:

(a) x constructive
(b) burdensome
(c) no effect

Coordination with other agencies:

(a) constructive
(b) x burdensome (due to fiscal independence of Detroi
(c) no effect School System)

Evaluation:

(a) x constructive
(b) burdensome
(c) no effect

*Ranking applies to Title I schools only.

Nonpublic school coordination:

(a) __________ constructive
(b) ____X_____ burdensome
(c) __________ no effect

Additional comments:

Federal policies concerning parental involvement and evaluation parallel policies of the Detroit Public Schools. Coordination with other agencies and with on-public schools is not as supportive of effective program planning and operation as could be hoped for.

21. *Are Title I funds for the disadvantaged being directed to the areas of greatest need?*

(a) __________ yes
(b) ____X_____ yes, but insufficient funds restrict scope of program
(c) __________ no—funds are not sufficiently concentrated on severely disadvantaged
(d) __________ no
(e) __________ no Federal funds under Title I

Additional comments:

Of the 290,179 students attending the Detroit Public Schools, 64% attend Title I schools. Of that number 94,529 come from low-income families and are eligible for Title I services. Of the 94,529 eligible pupils only 27,641 (28%) receive direct services from Title I. Servin only this reduced number of eligible pupils, Title I funds are still insufficient to meet the multiple needs of pupils.

22. *Classify your Title I services by checking the appropriate columns on the effectiveness of each service:*

	Effective Service	*Insufficient Service*	*No Service*
(a) Reaching all eligible children		X	
(b) Instructional services		X	
(c) Parent participation		X	
(d) Health services		X	
(e) Nutritional services		X	
(f) Other supplementary services		X	

Additional comments:

A vast amount of eligible students are not receiving Title I services. It is estimated that less than 28% of the eligible Title I population (94,529) participants in Title I programs.

23. *During the most recent school year for which you have reliable achievement data for a significant number of your participating Title I children please report on the rate of progress of these children by relating their achievement, on the average, according to their progress for each full month of instruction provided:* (See additional comments, page 12a)

Reading:

(1) Indicate the following for the reported group:

Grade levels tested ________
Number tested ________
Period covered ________

For those reported, show average rates of progress by the following:

Percent who averaged .0–.25 per month ________
Percent who averaged .26–.50 per month ________
Percent who averaged .51–.75 per month ________
Percent who averaged .76–1.0 per month ________
Percent who averaged 1.0–1.25 per month ________
Percent who averaged 1.25–1.50 per month ________
Percent who averaged 1.50 per month or more ________

(2) Report comparable data for a prior period (if available) for a comparable group of Title I children:

Percent who averaged .0–.25 per month ________
Percent who averaged .26–.50 per month ________
Percent who averaged .51–.75 per month ________
Percent who averaged .76–1.0 per month ________
Percent who averaged 1.0–1.25 per month ________
Percent who averaged 1.25–1.50 per month ________
Percent who averaged 1.50 per month or more ________

Mathematics:

(1) Indicate the following for the reported group:

Grade levels tested ________
Number tested ________
Period covered ________

ADDITIONAL COMMENTS ON QUESTION NUMBER 23, PAGE 12

Data has not been accumulated as requested in question number 23. The statement which follows describes the relative achievement progress of pupils in Title I schools receiving differentiated levels of service.

These findings are based upon the 4th grade Iowa Test of Basic Skills results of 47 priority "A"* schools, 36 priority "B" schools, and 30 priority "C" schools (total 113) participating in Title I projects during the five year period between the 1965-66 and the 1969-70 school year.

(a) During this period the means in reading comprehension and arithmetic show that Title I schools gained one month on the city means.

(b) The number of Title I schools above the city mean for reading comprehension increased from 11 (1-A, 3-B, 7-C) in 1965 to 22 (6-A, 6-B, 9-C) in 1969. During this same period the number of Title I schools above the city mean for arithmetic increased from 10 (1-A, 2-B, 7-C) to 19 (4-A, 4-B, 11-C).

(c) Of the 11 Title I schools making the greatest gains in reading achievement, 7 were priority "A" schools and 4 were priority "B" schools. No priority "C" schools were among this group; of the 12 Title I schools showing the greatest loss in reading achievement 2 were priority "A" schools, 4 were priority "B" schools, and 6 were priority "C" schools.

(d) There was no correlation between participation in any single project and gains in reading achievement.

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*A schools characterized by having 55 percent or better of pupils from low income or ADC families.
B schools characterized by having 40 percent to 54 percent of pupils from low income or ADC families.
C schools characterized by having 25 percent to 39 percent of pupils from low income or ADC families.

Chart Showing Gain (or Loss) in Reading Achievement by Title I Schools between 1965 and 1969

No.	Classification	Gain (or Loss) in Months 65-66	66-67	67-68	68-69	65-69
45	Priority A	0	.1	.4	1.6	2.1
35	Priority B	.4	.8	(.8) loss	1.1	1.3
30	Priority C	0	.2	.3	(.7) loss	(.2) loss
110	Title I	0	.4	0	.7	1.0

Summary:

These data show that the gain on the city mean in reading achievement is proportionate to the degree of service rendered by Title I. Substantial gains were made by "A" and "B" schools while priority "C" schools fell slightly behind. The drop of the "C" school means corresponds with the removal of Title I service from "C" schools in 1968-69.

For those reported, show average rates of progress by the following:

Percent who averaged .0–.25 per month ______
Percent who averaged .26–.50 per month ______
Percent who averaged .51–.75 per month ______
Percent who averaged .76–1.0 per month ______
Percent who averaged 1.0–1.25 per month ______
Percent who averaged 1.25–1.50 per month ______
Percent who averaged 1.50 per month or more ______

(No reliable data available)

(2) Report comparable data for a prior period (if available) for a comparable group of Title I children:

Percent who averaged .0–.25 per month ______
Percent who averaged .26–.50 per month ______
Percent who averaged .51–.75 per month ______
Percent who averaged .76–1.0 per month ______
Percent who averaged 1.0–1.25 per month ______
Percent who averaged 1.25–1.50 per month ______
Percent who averaged 1.50 per month or more ______

(No reliable data available)

Additional comments: As a result of Title I intervention, 50% of a group of pupils showed a rate of achievement progress less than 1 month/month, while 50% of the pupils showed a rate of achievement progress greater than 1 month/month. This is based on the fact that the mean rate of achievement for these pupils was approximately 1 month's achievement growth/month. In a control group not receiving Title I intervention, 50% of the pupils showed an achievement rate of less than .51 months/month; while 50% showed a rate better than .51 months/month. This means that without Title I intervention, Group B, the control group, gained at a rate of only one half as great as the experimental group, Group A.

24. *Has Title I improved the retention rates of students in the secondary grades of your school system?*

Over the past 2 year period: (See explanation p. 13a) ______ yes ______ no

If yes, please give the data—to the extent available on the following:

ADDITIONAL COMMENTS ON QUESTION NUMBER 24 PAGE 13

A response to the question regarding the relationship of compensatory education to secondary school retention rates is necessarily as complex as the problem itself. Any reliable study of retention rates (or dropout rates as they are sometimes referred to) should be done on an individual pupil basis involving long term follow up throughout the pupil's entire school career or at least a period spanning no less than the secondary school (grades 7-12) experience. Such a study should take into consideration the many known characteristics of pupils who have dropped out of school and should seek to uncover other characteristics not yet revealed. It is generally understood that a student dropout has several, if not all, of the following characteristics:

1. Member of a poor family
2. Member of a disrupted or broken family
3. History of frequent changes in school enrollment
4. Excessive absence
5. Low reading achievement
6. Generally low scholastic attainment
7. Overaged in grade
8. Serious conflicts with teachers, counselors or other adults in the school
9. Positioned at the lower end of the scholastic aptitude spectrum
10. Non-participation in extra-curricular activities
11. Physical or medical problem (physical handicap, cyesis, etc.)
12. Need for employment
13. Untoward relationships with parents or guardian.

The list can be extended and dramatized even more than the complexity of the syndrome of the dropout.

Any change in an individual pupil's dropout behavior, or a group of pupils for that matter, must be carefully analyzed. To attribute a noticed change to a given type of programmatic intervention without some consideration of related pupil experiences or environmental conditions is misleading. Some correlation of dropout behavior with specific experiences is possible and is suggestive of strategies which, if applied with increased intensity, could favorably modify retention or dropout rates.

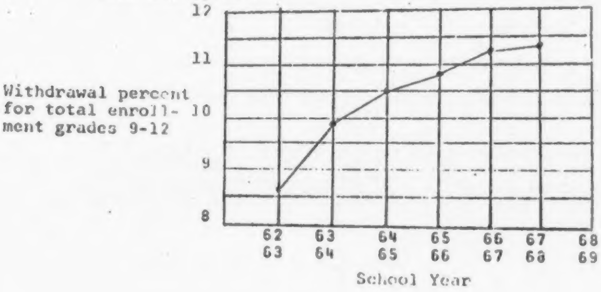
It might be suggested here that a more meaningful picture of the "pupil retention or dropout problem" could be painted by illustrating the number and percentage of pupils attending our secondary schools today as compared with data from the past six decades. For instance, far more pupils age 17 are in our high schools today than were in them in 1910. The implication here, that education has become more and more "public," includes the obvious implication that more and more students have the option of dropping out.

It is therefore apparent that a dropout analysis from this or any other large urban school district must account for:

1. individual pupil behavior for as long a span of time as possible
2. pupil mobility
3. poverty levels
4. matriculation of pupils at so called "specialized" or "open" schools, away from their home neighborhoods
5. migratory tendencies both into and out of the school system
6. availability of non-public school opportunities, etc.

Listed in what follows are the "knowns" as they relate to retention or dropout rates in the Detroit Public Schools.

1. An analysis of the dropout rates in the "Senior High School Annual Withdrawal Study" shows that for the total school district the year to year dropout percentage is increasing, but at a slower rate each year.



2. Data from Title I schools also describes a dropout rate which is increasing, but at a slower rate.

3. Though compensatory interventions at the secondary level are differentiated in accordance with concentration of economic and educational disadvantagement, programs are not applied as intensively and universally at the secondary level as they are at the elementary level. The most pervasive and intensive secondary school efforts are the work study programs. Neighborhood Youth Corps (EOA), Job Upgrading (Title I) and Junior High School Work Study program (Title I). Two or three other strategies are employed at selected secondary schools only: Continuing Education for Pregnant Girls (Title I), a Career Guidance Program (Title I), a Medical Careers Program (Title I), an Attendance Officers (Title I), Science-Pollution Project (Title III ESEA) and a project called Operation GO which provides recreational and enrichment activities for small groups (25) of pupils (Title I).

   Reports from one of these programs, Operation GO, suggests that the program is successful in promoting pupil retention, but only for as long as the strategy is applied. Once the pupil leaves such a program he reverts to less desirable behavior. There is the suspicion that, this is "true" for other program strategies.

   Due to the differing intensity of application of these interventions and due to the non-universality of their contact with secondary school pupils it is perhaps improper statistically to attribute the "plateauing" of the dropout curve to the impact of these programs. But, we cannot rule out the probability that whatever decrease has occurred has some relationship to compensatory interventions wherever they have been applied.

Number and Percent of Dropouts for Two Year Period
1966-67 to 1968-69

	1967-68 SCHOOL YEAR (Title I A & B Schools)			1968-69** SCHOOL YEAR (Title I A & B Schools Only)		
	Total Membership	*Dropouts*	*Percent*	*Total Membership*	*Dropouts*	*Percent*
For all Title I schools						
Grade 12	9462	1074	11	4175	820	19
11	9481	1732	20	5328	1451	27
10	11964	2466	18	7259	1942	26
9	11935	935	7	8028	833	10
8	12230	618	5	7510	509	6
7	11372	322	2	8287	352	4
For Title I schools having ⅓ or more pupils in Title I services						
Grade 12	5698	903	15	3250	651	20
11	5689	1421	23	4246	1106	26
10	7178	1722	24	5825	1563	26
9	7161	714	10	3041	341	11
8	7338	441	6	3096	218	7
7	6823	205	3	3171	138	4

25. *In what percentage of schools does your school district have libraries?*

Meeting State standards:	*100%*	*75–100%*	*50–75%*	*25–50%*	*0–25%*
(a) Elementary schools		x			
(b) Junior high schools	x				
(c) Senior high schools	x				

Not meeting State standards:
(d) Elementary schools
(e) Junior high schools
(f) Senior high schools

There are no state standards for library service at any level. The North Central Association does assess senior high libraries as a part of total senior high assessment.

Additional comments:

Only in about 2% of the elementary schools is there no library, but even in these schools some library service is provided via a book exchange program. Detroit Public Schools libraries do not meet the national per pupil book standards but are approaching these standards thanks to the intervention of ESEA, Title II. Additional ESEA, Title I funds are needed to bring Detroit schools up to and above the national standard.

26. *Has Title II (school library resources) helped to expand or to establish the following?*

	Yes, very much	*Yes*	*No*	*No Federal programs*
(a) School library	x			
(b) Textbook and classroom		x		
(c) Instructional materials		x		
(d) Media centers		x		

ity Dropout Rates 1968-69
-3 10-17
5 11-18
-10 12-14

Title I service in 1968-69 was limited to A and B schools (schools with highes
ncentrations of poor pupils.) Increased percentages in 1968-69 would reflect
reased pupil dropout behavior relative to the pervasive deprivation in A & B
ols.

Additional comments:

27. *Have programs initiated under Title III for supplementary education centers and services contributed to the improvement of over-all school programs?*

(a) ___X___ yes, very much
(b) _______ yes
(c) _______ no
(d) _______ undecided
(e) _______ no Title III funds

Additional comments:

The second year of the Title III experimental program is presently bein
completed. Data indicates some successful practices are a part of the
Title III project. These practices or elements have been incorporated
in other programs serving pupils in this school system.

28. *Has Federal funding for any of your Title III programs been discontinued?*

(a) ___x___ yes (b) _______ no (c) _______ no programs

If "yes," have you found other sources of funding?

(d) ___x___ yes (e) _______ no

Additional comments:

The Title III allocation for the 1969-70 school year (year 2 of a 3 yea
operation) was reduced 40%. The school system has assumed the cost
differential for the funds that were lost.

29. *Have Title V funds for State Departments of Education made any noticeable improvement in State services available to you?*

(a) _______ yes, very much
(b) ___X___ yes

(c) ____________ no
(d) ____________ undecided

Additional comments:

30. *Have the programs initiated under the Vocational Education Act been of benefit to the students in your district?*

(a) ____________ yes, very much
(b) _____x______ yes
(c) ____________ no, insufficient funds restrict scope of program
(d) ____________ no
(e) ____________ no funds

Additional comments:

31. *Has your school district initiated the new programs included in the 1968 Vocational Education Amendments?*

(a) ____________ yes, we have greatly expanded our programs
(b) ____________ yes
(c) _____x______ we have expanded, but insufficient funds have restricted our programs
(d) ____________ no
(e) ____________ no funds

Additional comments:

Chairman PERKINS. Go ahead Dr. Wolfe.

STATEMENT OF DR. CHARLES WOLFE, GENERAL SUPERINTENDENT, DETROIT, MICH., ACCOMPANIED BY DR. C. L. GOLIGHTLY, DR. LOUIS MONACEL, RICHARD SMITH, AND HERSHEL FORT

Dr. WOLFE. Thank you, Mr. Perkins. We have at the table the gentlemen you introduced and who we brought with us from Detroit for this very important testimony.

I would like to first ask the president of our Detroit Board of Education, Dr. C. L. Golightly, to make remarks.

Dr. GOLIGHTLY. Thank you.

Mr. Chairman and members of the committee, I am Cornelius Golightly, president of the board of education of the school district of the city of Detroit.

I appreciate this opportunity to appear before your committee as you consider extending and amending this important educational legislation.

The Elementary and Secondary Act, first enacted in 1965, has made it possible to attack directly the problems confronting the educationally and economically deprived child.

Thousands of such children located in the great cities of this Nation are now participating in compensatory educational programs.

I might add that you can use the word supplementary educational programs. If compensatory or supplementary educational programs are continued and expended, it remains possible for those thousands of children to emerge from the boundaries in which they would be forced to exist apart from the mainstream of the total communities.

The act can do much toward bettering our society. Not only have the educationally and economically deprived children of Detroit public schools demonstrated consistent and increasing achievement toward national norms, but because of the decentralization of Detroit public schools into regions, hundreds of parents and interested adults are involved in the programmatic impact of the ESEA programs in our district.

The large city school districts are faced with this almost impossible task of providing more services to students in the fact of every increasing cost and in the face of a decreasing local tax base.

The schools must be refinanced in order to meet educational needs of the child. The legislation that we are discussing here today has supplemented existing State funds and has provided additional money in an attempt to maximize the educational opportunities to those children most in need.

While each of us here today could expand this general discussion, the time limitation suggests that some specifics of the Detroit experience may be more directly related to our purpose.

The Detroit public school system is the fifth largest in the Nation with over 277,000 pupils. The school district embraces an area of 138 square miles and is served by 229 elementary schools, 46 junior high schools, and 23 senior high schools, 10 middle schools, and 24 special and vocational schools.

The budget necessary to maintain a minimum program in Detroit schools for 1972 and 1973 is estimated at $295 million.

The total available revenue from all sources for the general fund are $209 million.

In brief, we faced the opening of school with approximately $90 million deficit.

However, as a result of cutbacks and reductions, we are now faced with a deficit of approximately $74 million.

Within the enrollment of the Detroit public schools are found 40 percent of the title I disadvantaged pupils of the State of Michigan, 65 percent of the minority group pupils of the State, and 13 percent of the special education pupils of the State.

The high cost of educating these pupils is only partially offset by special State and Federal grants. The ability to meet maintenance of effort requirements to continue Federal grants could be in jeopardy if pupil services are further reduced to effect budget savings.

While we in Detroit are attempting to solve our financial problems it becomes apparent that our situation applies to many large urban districts. Perhaps an analysis of the kinds of circumstances that have infringed upon the leadership a local board of education can provide will underscore our urgent need to maintain Federal assistance programs.

These circumstances are: One, a cumulative loss over a 10-year period of $91 million to cover a series of annual reductions in State equalized evaluation. This loss may be attributed to the destruction during 1967 of homes in the riots, and the loss of $150 million worth of private property to freeway development.

Two. Court order restructure of the school district for the purposes of desegregation. The outcome of this event still is made uncertain by pending appeals.

Three. Anxiety over proposed State income tax replacing the property tax.

Four. Decentralization ordered by State legislature with no provisions for the estimated $4 million needed to finance the order.

Five. In this list of circumstances that has caused us concern, the court ordered magnet school plan for integration set forth in December 1970 has an estimated yearly cost of $1.5 million.

With the tendency toward rising operational cost and less dollars to meet them, the school district went to the voters on three separate occasions last year in an attempt to initially pass millage increases and finally to ask for only the maintenance of an expired 5 mills.

On each occasion we were unsuccessful in our attempts. As president of the School Board of Detroit, I am sure I speak on behalf of the parents and children of my district who experience everyday benefits of programs such as ESEA title I.

It is difficult to conceive of 40,000 public and nonpublic school children losing the impact of programs that have prove their worth. These 40,000 children constitute a target population for which concentrated title I services are provided.

Unfortunately this population represents less than half of the students eligible for title I service in the school district. Approximately 2,000 instructional paraprofessionals and over 500 local school advisory council members have made parental and community involvement a meaningful reality.

These partners in the educational process might be given the opportunity to realize their full impact on that process and its responsiveness to the quality education provided for their children.

The continued realization of this success cannot help but foster removal of distrust and undesirable alienation characteristic of school relations in many of the inner city areas of the country.

I wish to thank the committee for allowing me at this time to express the critical need for Federal assistance to the educationally disadvantaged youth of our city.

Hope is a powerful force in the educational lives of thousands of our parents and students.

Let us not remove even this last vestige of our commitment to the youth of today for a better tomorrow.

Chairman PERKINS. Go ahead, Dr. Wolfe.

Dr. WOLFE. Mr. Chairman and members of the committee, we have provided the committee with considerable substantiating material. I would like to conclude our presentation with a few summary remarks.

I am Charles Wolfe, Superintendent of Schools in Detroit, Mich. Of course I am pleased to have this opportunity to come before the House Committee on Education and Labor to testify in support of legislative action to extend and amend the Elementary and Secondary Education Act.

The Elementary and Secondary Education Act has provided the only significant funds that the Detroit public schools have had for program improvement since the bill was enacted. The funds allocated to the school district under this act have made it possible to launch a concentrated attack on the learning deficiencies of educationally disadvantaged children in our city.

Indeed the funds have provided the only dollars available in the area of special education programs for the disadvantaged. The major difficulty that has been encountered is that the allocation of funds has permitted only the mounting of programs that can be described as pilot programs, programs which still leave the needs of many eligible children unattended.

Our Detroit public schools have long embraced the concept that the Federal Government must provide vast amounts of program money in order that local school systems can meet the demand and the right of all citizens to acquire a quality educational experience for their children.

Thus the school district was engaged in modest experimental compensatory educational programs with its own budget and with the help of various foundations as far back as 1959.

In 1964, the Detroit public schools attempted to assume national leadership by helping to develop legislation provided under the Economic Opportunity Act to continue and enlarge compensatory educational programs for the disadvantaged and in 1965 the Detroit school system was ready to launch programs as massive as the new Elementary and Secondary Education Act would allow.

In April and May 1965 the program development special projects staff met with every school principal and with many community groups to assess needs, establish priorities for the new Elementary and Secondary Act. From this process new programs grew.

And during the school year subsequent to the implementation of the initial programs, there have been annual reevalution of needs and priorities and program changes have taken place.

However, this programing suffered from the major deficiency of insufficient funding for each component and more over as these programs were required to deliver service to thousands of children, their initial effectiveness was dulled by the limited number of dollars expended per child.

The result was a weakening of the total impact on each child and in an attempt to provide concentration of effort, in order to begin maximum impact per eligible child in the school district, a reconstruction of our programs was begun in 1967–68.

All of the eligible schools were categorized as A, B, or C schools. The categorization related to the total percentage of eligible children per school.

Thus an A school with a large target group received maximum services, a B school with a smaller target group received moderate services, and a C school with a smaller target received minimum services.

The title I program has been distinguished by the following salient features: The various titles of the Elementary and Secondary Education Act of 1965 have provided the school district with an opportunity to focus more directly on the problems encountered during the 9 to 3 school day.

First, programs now concentrate limited funds on a smaller target population to realize greater impact.

Second, programs now operate largely during the school day, thereby producing noteworthy modifications in existing school curriculum and staffing patterns.

Compensatory educational programs, in the traditional sense, have been supplanted by activities designed to transform the basic education program for teachers and pupils into a far more efficient vehicle for raising levels of academic achievement.

Third, title I school advisory committees have gained new status manifested by participation in decision relating to ways in which students can be helped that have never before been realized.

In many cases besides assuming an advisory role in school matters, committees of parents and community representatives have shared in planning prior to implementation of programs.

The 1972–73 planning reflects the input of parents, teachers, and administrative staff.

Fourth, inservice training for teachers has become truly meaningful in terms of preparing teachers with skills related to the preparation for and utilization by pupils of individualized instructional materials leading toward the accomplishment of well defined performance goals in the most critical academic school areas.

As a result of this new direction taken by inservice training, vital roles in the area of curriculum leadership are now emerging.

Fifth, a number of new specialized and long needed functions have emerged as a result of special funding. Positions such as curriculum leader, elementary staff coordinator, and paraprofessional attendance officers, provide needed attention to the needs of disadvantaged children.

And sixth, the number of paraprofessionals engaged in staff directly related to the process has grown in our system to more than 2,000 individuals.

The Department of Research and Evaluation has submitted a report appended to this paper based upon the results of the Iowa test of basic skills administered to all grade four pupils as part of the regularly scheduled testing program during the fall of 1968, the fall of 1970, and the spring of 1973.

In each of these years approximately 25,000 pupils were tested. The testing results over this 4-year period from 1968 to 1972 show, A, a substantial and continuous reduction in the percent of pupils more than 1 year below grade placement took place in title I schools.

Sixty-six percent of the pupils in priority A schools were more than 1 year below grade placement in 1968. By 1972 this had been reduced to 43 percent.

In priority B schools the corresponding reduction was from 63 to 48 percent. By comparison the reduction in nontitle I schools was from 44 percent in 1968 to 38 percent in 1972.

B. The number of title I schools whose performance in reading achievement was equal to or better than the citywide mean increased from 15 in 1968 to 30 in 1972.

C. The number of title I schools who have a smaller percentage of low achieving pupils than the national average increased from zero in 1968 to six in 1970 and then to 18 in 1972.

D. We should note that a strong positive relationship exists between the amount of title I services received and the reduction in reading retardation.

The financial plight of the Detroit school district mentioned by President Golightly is well known to this committee. For the record, I would describe briefly the serious situation facing Detroit public schools at this moment. This fiscal year the school district requires an additional $72.3 million which would allow the schools to remain open until next June.

To start school in September with a continuation of the present program, an additional $38 million will be needed. The Detroit situation is typical of most of the large city school districts. The only difference is a matter of degree relating to numbers of pupils and the rate of decline in local taxation.

The timeliness of these hearings on a major approach to provide dollars for hard-pressed school districts cannot be questioned. This is particularly true in behalf of the school district of the city of Detroit because only last November the voters of our community for the third time in 7 months refused to renew or increase tax millage which would have provided $60 million essential to the maintenance of the reduced educational program that has been in effect for more than 2 years.

This millage defeat leaves us with available revenues to provide not more than 117 days of school for the 1972–73 school year.

The financial crisis of the Detroit public schools has been building over a period of years and can be directly attributed to a cumulative 10-year revenue loss of more than $91 million because of a series of annual reductions in the State equalized valuation.

Only for the last 2 years has the State equalized valuation returned to the level of 1960–61. The electorate's rejection of the millage will result in local revenues only at the level available during the 1968–69 school year.

The impact of a sweeping court ordered restructuring of this school district for the purposes of desegregation along with pending appeals, the possible elimination of the property tax as a basic source of revenue resulting from the *Milliken-Kelley* case and the possibility of the loss of Federal assistance to provide quality education in school districts educating large numbers of pupils from low socioeconomic families, while highly speculative, casts an additional cloud of uncertainty as to the future of education in Detroit.

The Detroit public schools were completely reorganized under a decentralization order mandated January 1, 1971. No provision was made by the legislature to finance an estimated annual requirement of $4 million to finance the full operation of the eight regions.

The Federal district court on December 31, 1970, ordered the implementation of a magnet school plan to improve integration in the Detroit public schools.

The estimated annual cost to this plan, 1.5 million, has also been without benefit of additional grants.

Within the enrollment of the Detroit public schools are found 40 percent of the title I disadvantaged pupils of the State of Michigan, 65 percent of the minority group pupils of the State, and 13 percent of the special education pupils of the State.

The high cost of educating these pupils is only partially offset by special grants. The ability to meet maintenance of efforts requirements could be in jeopardy if pupil services are further reduced to effect budget savings.

Under the direction of the board of education the general superintendent and staff have placed heavy emphasis on the necessity of curtailing expenditures during the past 3 years.

Special restrictions on all controllable expenditures allow outlays only for those items essential to provide minimum pupil services. Limitations such as these provide only minor budget savings in the face of the total deficit.

For this reason it is more critical now than ever before to not only mandate another 5-year plan for ESEA title I funding but to make provisions for biannual submissions in order to project realistic planning and implementation.

The problem of inadequate appropriations to finance the federally funded educational programs authorized by this committee are well known. The authorizations usually passed by Congress are realistically recommended and are based on known needs.

At no time during the operation of the Elementary and Secondary Education Act have adequate appropriations been made to meet aspirations of those expected to be served. Indeed the continuing resolution funding for the present fiscal year has not been adequate to continue the federally financed programs of prior year because this level of funding did not take into consideration the increased cost of doing business that is experienced by every part of the private and public sector.

Federal funding legislation, therefore, must begin to establish forward funding statements within its text which will guarantee the continuity of programs that lead to more effective educational solutions.

The forward funding provisions in the past have provided substantial continuity. However, this provision without additional funds each year still presents serious operational problems since the recasting of programs annually, without the benefit of additional funds, makes it a restrictive rather than a forward planning approach.

Perhaps the possibility of forward funding with step increases should be employed. Most programs, without exception, require a minimum increase of 10 percent annually if programs are not to be continually cut back.

Once again I would speak to the problems involved in the shifting of funds from one title of the Elementary and Secondary Education Act in support of another title through the appropriations process.

This action in effect reduces the availability of allocations to local school districts which are taking full advantage of the opportunities of multple titles in the act. The funds realized by such shifts in allocations reduced total dollars available in Detroit to do the educational job that must be done.

What is needed are larger appropriations for all existing categorical aid programs. Should new approaches be developed for distribution of Federal funds for educational programs, new full appropriations should be made for such programs.

Experience has shown that the elimination or withdrawal of funded programs does great harm to the people of any community where substantial federally funded programs are in operation.

In summary, it is felt that ESEA title I has stopped the downward trend in reading and academic achievement and the gains must be converted to larger and permanent ones.

The Federal Government must make the same commitment as it did with getting a man on the moon, to assume the major responsibility in the area of urban education.

Our large cities are faced with enormuos problems: Raising the quality of education in the ghettos, providing truly equal educational opportunities, and educating large numbers of the economically disadvantaged.

Research has been developed to support the fact that districts must spend twice as much on disadvantaged children as they spend on the average child if they are to have a successful educational program.

Title I must be allowed to consolidate gains made over the past few years and to show our youth that providing equal educational opportunity is the No. 1 priority for this Nation.

In order to provde you with additional information which describes compensatory education in Detroit and ESEA title I programs in particular, I hope that the material left with this committee clearly describes our effort.

If as a result of deliberations of this committee additional information is needed from any school district, I would be pleased to comply as best I can with whatever request the committee may make.

I have appreciated sincerely the opportunity to come before this committee and to describe the awesome challenge that faces educators in the community of Detroit.

Please be assured that I will continue to support and applaud your efforts that have made such a tremendous impact on education throughout this Nation.

I would hope that in your consideration of educational legislation beyond June 1973, the continuation of ESEA categorical programs and funding be given the highest priority.

In addition, it is our dream that even more funds be made available to school districts for the monumental educational task which confront them.

Thank you.

Chairman **Perkins**. Dr. Wolfe, I would like to make an observation and then ask you about a three-part question.

Your testimony shows solid evidence that title I is working in your school system in Detroit. You stated that because of title I, there has been an almost 25 percent reduction within the last 4 years of children reading below the average level.

My first question happens to be: If all of the rules are changed by shifting to special revenue sharing, do you fear that all of these gains may be lost? Furthermore, are you satisfied with the achievement results obtained and, if not, what has been the chief obstacle to obtaining greater results?

Another aspect of the question will be: What do you consider the No. 1 priority to be from the standpoint of the Federal Government supporting education at the elementary and secondary level? Is it adequately supporting title I or do substituting general aid for it? And, in your judgment, where will we be going if we adopt special revenue sharing?

Just answer those questions the best you can and then I will turn you over to our colleague from Michigan who has worked so hard in developing all of these programs, Bill Ford.

Go ahead.

Dr. **Wolfe**. Thank you.

As I have indicated in this paper, we have been very pleased with the progress that we have made in the measurable increase in the achievement of children under the title I programs that we have had in our Detroit public schools.

We believe we know how to work with the program. We would like to expand. Perhaps if there could be revenue sharing on top of that and if that money could somehow reach our schools, we certainly would be pleased to have the additional funding.

We feel secure under what we have at the present time. We feel it would be a loss in our ability to do what we have begun to find we can do to improve the learning of children if this program is cut back.

We would feel better going ahead with this with greater funding.

Mr. **Bell**. If the gentleman would yield, then I take it your answer to the chairman's question is that you feel that under the revenue-sharing program, title I would not work as well?

Dr. **Wolfe**. I feel that.

Mr. **Bell**. Would you explain why it would not work as well. Funding is going to the same groups. Revenue sharing is going to give a great deal more responsibility at the local level. The administration of it will be handled by people there who understand the problems.

Why do you say it is going to be worse?

Dr. **Wolfe**. I had not necessarily said that it is going to be worse. I have said we have proven what we can do with the title I. We would like to see it expanded. We would like to be able to move ahead with those programs. If I were assured that we had a viable and as heavily or more heavily funded program that would let us go ahead with the programs that we have, perhaps that could be done, but we feel secure with this one.

We have not shared in the revenue sharing at this time.

Mr. **Bell.** Dr. Wolfe, haven't you had people tell you how difficult it sometimes is, in view of the mechanics of forms, to follow the different guidelines set forth in filling out the forms, that it almost complicates matters into unreasonableness?

In some cases people have said they have not received aid when they were entitled to it because they didn't understand all of the forms they had to fill out. The point of revenue sharing is that you would get the same amount of money but that it would be left quite a bit more to the discretion of the local area. That is all you are talking about. You are not talking about changing the program where title I is concerned. You are talking about distributing the money on a basis in which the control would be at the local level, not back here. What is the difference?

Dr. **Wolfe.** Frankly we don't mind filling out the forms as long as we get the means to go on and improve the education of children. I don't think we have been one of the ones who has objected to that. We want to be secure in the funds and in the ability for us to mount these programs.

We feel secure under the ESEA. We would like its expansion. We dont have the experience——

Mr. **Bell.** Then your real concern is that you won't get as much money, in other words, revenue sharing does not make any difference to you as long as you get the same amount of money.

Dr. **Wolfe.** That has been our concern.

Mr. **Bell.** Has anybody said specifically that you would not get that same amount of money?

Dr. **Wolfe.** They haven't to me. We don't know that.

Mr. **Bell.** I would caution you that maybe that might be the situation. You might get the same amount of money except I think revenue sharing will quite likely work better because of the fact that there won't be so many strings attached and so many controls from Washington. That is the situation in my district. I don't know how it has been in Detroit, but in Los Angeles it has been very troublesome on that basis. That is the only difference that we have as I see it.

I know everybody is talking about everything being cut because we have a tough budget problem, but that doesn't necessarily means that the heart of the school budget is going to be cut out. It just means there is a different approach to it.

Chairman **Perkins.** Mr. Ford?

Mr. **Ford.** Thank you. It is a real pleasure, Mr. Chairman, to see this panel before us. They are all people very familiar to me. Dr. Wolfe and Dr. Golightly, Dr. Monacel, Fort whose brother was a great superintendent in my district before California stole him, Mr. Bell, and Mr. Smith who was a constituent but left me. I don't represent any part of the Detroit school system directly but I believe that every Congressman from Michigan in both political parties is deeply concerned with what we view to be the plight of Detroit. We don't believe Detroit is atypical of major cities in this country in any way at all except that I think there is widespread belief in our delegation and among the people of Michigan that Detroit has been fortunate in having not only good people on its boards of education but outstanding executives to carry out the policies of those boards in times of great stress.

I don't think that anybody who has read the papers even casually could fail to recognize that Detroit has some special problems at the moment that intensify the pressure on them at a time when they are trying to solve the same problems as other cities.

I would like to get to that later. But I would first like to get to the two points that Mr. Bell has just raised.

I say this respectfully because Mr. Bell is one of my closest friends on this committee, I believe, and he has been a strong supporter of education legislation ever since I have known him.

But obviously he does not understand what the administration has in mind for educational revenue sharing. I am hoping that when he has time to read what they have said in the budget, that he will change his mind because if he is supporting it on the basis of the two points he just made, he will have to come over to my side.

First, the question of paperwork. I noticed some heads nodding in the audience when the point was made that the present program called for too much paperwork. There is too much paperwork.

The emergency school assistance program, which is the administration's baby, which is an application grant program, now has 38 pages of regulations in the Federal Register as openers.

I have seen applications that are prepared and still not complete that are the size of the Washington, D.C., telephone directory. There is no such application requirement for any formula grant program such as title I.

The interesting thing about the proposal as it is set out in the budget is that those programs that now pass the money directly to the school districts by virtue of a computer printout of statistical data that is available through the census, the formula grant programs such as title I and impact aid, would be thrown into the pot and be subject to some new application process.

Those programs that require the lengthy applications and are passed out on the basis of discretion exercised here in Washington, such as the emergency school assistance money, would not be thrown into the pot but you would to receive that kind of Federal money have to continue filling out these long forms.

So in fact, the programs that have the shortest forms and the least requirement in terms of your justification for receiving the funds would be the ones going into revenue sharing and those that require the most paperwork as justification would not be in revenue sharing.

I would ask Mr. Monacel, who I am aware is primarily responsible or has been in the past because he spends so much time lobbying us to help with his applications, how he feels about the difference in paperwork if it is only the formula grant programs that are going to be in revenue sharing?

Dr. MONACEL. I certainly agree with you, Congressman Ford, that the paperwork under title I is certainly minimal. We have no problem with it. In fact, we have acquired all of the skills necessary.

Mr. **Ford**. I would agree with Dr. Monacel. As a matter of fact, it has been our experience in Detroit since the inception of the program that the amount of paperwork in fact has decreased over the years to the extent that currently a title I application that we submit to the State department for approval is considerably less than it was in 1965 and we do not find it at all a problem to meet the requirements of the Federal Government and the State government in terms of filling out those forms.

The second one is the question of local control. I would like to read you a statement from the administration budget justification and ask for your reaction to it.

In explaining revenue sharing in the budget this language appears:

> The proposal will seek to focus and more clearly rationalize the federal objectives for these programs to make it more likely that the federal funds really make a difference.
>
> Thus there is expected to be a simultaneous strengthening of federal and state program management as well as a greater chance of achieving the federal purposes that really count.

Now, from where you sit, can you construe that language to indicate that education revenue sharing is intended to give you more discretion at the local level and how the funds are spent or more responsibility to report to the State and Federal Government on how the funds are spent?

Dr. **Wolfe**. My own interpretation, off the top of my head, would be that we would probably have more control from the State in the handling of that sort of money. It is a little difficult for me in terms of any program that would bring funds to Detroit to say we would not do everything we could to operate programs for the children under those funds because of our very dire financial circumstances.

So we would need to have some experiences that said these funds were going to get to us in the form we need to use them and not either be put into other channels or with other controls that might not be the best for our children in terms of our own thinking.

Dr. Monacel might want to add something.

Dr. **Monacel**. We have enjoyed the privilege of designing unique programs specifically aimed at our knowledge of the children in Detroit. I think I express some fear if designs of our programs are going to be the opportunity for the State to design them.

Mr. **Ford**. I would like to read you another statement which was made by Secretary Richardson who we presume is one of the architects of educational revenue sharing and it was attributed to him as a quote shortly before he assumed his new position in the Cabinet.

He wrote a memorandum describing how he would administer the special revenue sharing bill as he perceived it. In that memorandum he said:

> Education is an area where states have strong incentives to disobey federal regulations. For these reasons the kinds of strings we place on the education special revenue sharing package are particularly important.

I am not going to ask you to react immediately but I think that you in your position ought to be aware of what one author of this legislation perceived to be the role of HEW in administering this no-strings new scheme that you are being asked to comment on and I am sure other people here will try to get you to say that you want new money no matter how it comes to you.

In your testimony on page 7, you make mention of the additional problems that are brought about by the current status of the case now before the Federal courts arising out of an action for desegregation of Detroit schools.

You mention that the court has already ordered the Detroit school system to put into effect the magnet school plan which you estimate would cost an additional $1.5 million.

It is my understanding that in addition to that the court has in two instances prevented you from doing things that your board had decided you might have to do to meet the problem of having a $70 million-plus deficit.

One of those was an attempt to relieve yourselves on the payroll of some 1,400, you can correct me on the figures, part-time or at least not fully——

Dr. **Wolfe.** These were 1,548 teachers in the emergency substitute or regularly placed emergency substitute teachers.

Mr. **Ford.** And the court has ordered you not to reduce that number. In addition to that you contemplated shortening the school year in order to accommodate for this deficiency. I understand the court has ordered you not to do that.

Dr. **Wolfe.** That is correct.

Mr. **Ford.** All three of these things translate into a tremendous amount of dollars in terms of the alternatives available to you on your deficit.

Has Detroit made any attempt now that you are under a Federal court order to desegregate, a Federal court order that has found the city of Detroit to be guilty of de jure segregation, have you made any attempt to secure funds from the Emergency School Assistance Act?

Dr. **Monacel.** We are currently developing a proposal in concert with community members for this so-called third batch which has a May due date. We can only apply for funds in behalf of the magnet plan as well as to apply for pilot project schools.

Mr. **Ford.** What happened to your previous applications?

Dr. **Monacel.** It was rejected.

Mr. **Ford.** Was that application rejected subsequent to the time the Federal Court order took effect?

Dr. **Monacel.** Yes.

Mr. **Ford.** So even though you were under Federal court order you were told there were no Federal funds available for these purposes.

Mr. **Monacel.** Yes.

Mr. **Ford.** You also mentioned on page 7 the fact that the deficits you were facing put you in jeopardy of being able to maintain the effort you are now making with other funds to match Federal grants that require matching.

Is this in fact going to jeopardize some of the application grant funds that you now receive?

Dr. **Monacel.** Congressman, it could, based on the comparability legislation. If our fiscal effort seriously decreased and we could not prove hardship at least as legally defined, we could be out of comparability to the extent that it would be possible not even to receive title I allocation.

Mr. **Ford.** One final question.

Recognizing as you have set forth here so well not only in the direct testimony but in the appendices and the additional material that have been supplied to the committee, that Detroit, and I say that I believe not atypically as the crisis State that nothing but dollars is going to save us from actual disaster, if we were to alter the program so that in fact we gave you the same amount of money you are now receiving in title I—Mr. Bell told you you were going to get less, but let's assume that despite what the budget proposes that you will be given the same number of dollars that you now receive under the categorical programs—would you be able in the face of the pressures you have on you with respect to the present deficit facing the Detroit school system, to use those dollars for the purposes you now use them for in special education for those children most in need, or would you in fact have to put them in competition for other dollars for other expenses of the system?

Dr. MONACEL. I might put my superintendent on the spot but I think you would have to spend those moneys to keep our schools open rather than to pinpoint those categorical dollars to title I children.

Mr. FORD. So while on paper it would appear that the overall Detroit school system was receiving the same kind of support, the effect on the specific children for whom this legislation has been designed and for whom you have designed your programs would be that amount of money available to be targeted directly to them would be reduced, is that correct?

Dr. WOLFE. Yes, that is correct. Mr. Golightly would like to speak on that subject.

Dr. GOLIGHTLY. Congressman Ford, most of the questions you have asked prior to this have been basically problems of education. The question you are asking now is basically a problem of politics and my colleagues here are educators and I am the elected board of education member so that in this sense I am the politician here.

If it were the case that you had the funds allocated to Detroit on this revenue sharing basis and they were not categorically stated to go to particular places, then with our eight regions, we would have a tremendous political battle for the expenditure of those funds, and the disadvantaged children, and they are both black and white and they are all over the city, would be the ones who would lose.

Under the present system the money goes and the school administration spends the money on the children where they are needed, but I think that if we had a same amount of dollars and we just open up, then it would not be only competition from region to region but there would be great public pressure to use the money to balance the budget.

I use the words supplementary education rather than compensatory education because I feel that what you are really doing is taking the children who need help and you give it to them and I don't look at this as paying a debt so much as retrieving a potential.

These are valuable assets. These are our children. I would hate to see this sort of thing lost in the political arena when it ought to remain basically within the educational commitment of our school system in the Nation.

Mr. FORD. Thank you, Dr. Golightly.

I would like to observe that in my suburb and school districts the result would be identical and I don't see that Detroit is in any way unique with this. I have talked with my superintendents and they indicate to me that even though they regard, as you do, the amount of money they receive from title I to be woefully inadequate for the needs they are able to identify in their school districts, if they had that money before them at a school board meeting with all of the pressures within their own communities, it is unlikely they would be able to continue the kinds of programs that they now operate under title I funds.

Thank you, Mr. Chairman.

Chairman **PERKINS**. Thank you.

Mr. Bell?

Mr. **BELL**. Thank you, Mr. Chairman.

When people want to do things for education, somehow the two party system gets wrapped up in it. I do want to say that of the amount of money that my good friend, Mr. Ford, mentioned, the President asked for $500 million for the desegregation program, the other side of the aisle, the Appropriations Committee, cut it to $270 million, so maybe that might account for some of it.

At any rate, I am outnumbered here and we will go to the questions that I have to ask.

Our statements do not directly address the new Michigan compensatory program known as chapter 3.

Could you tell us how you feel about the program and the results that have been shown in Detroit through chapter 3 programs.

Mr. **FORD**. I understand that our state superintendent, Dr. Porter, has appeared before this body and has addressed the so-called chapter 3 program for the State of Michigan as an effort on the part of the State of Michigan to award additional dollars to youngsters who are educationally deficient.

I think it is a little premature to suggest that it is a program that is working. However, in our judgment, we view the chapter 3 dollars as supplementary to the title I dollars.

In many cases they are the same children. So what has happened in Detroit is that we have chapter 3 dollars in all of our title I schools.

In addition to that, those dollars from the State under chapter 3 are also in some schools not currently designated as title I schools.

Mr. **BELL**. In comparing chapter 3 and title I, which has been the most successful and why?

Mr. **FORD**. As I indicated, we have longitudinal data, dating back over several years under title I, to indicate that title I, indeed, does work.

Chapter 3 as funded by the State really is about 2 years old and I think that it is a little premature to suggest that it has had any measurable impact.

I am convinced it will when used in conjunction with the title I dollars that we are currently receiving, but the data as I indicated, because of the fact it is only a 2-year-old program, is not finally processed.

Mr. **BELL**. Could you tell the committee about the efforts of the Michigan Governor to reform school financing in your State and what results that reform could have for Detroit?

Dr. Wolfe. I would ask Mr. Smith who takes care of the Lansing aspects of our role for us to answer that.

Mr. Smith. As you know, the Governor's efforts have been taking place over a few years now and we are at the stage in this game where we failed to pass a constitutional amendment this past year which would have revised our property tax structure in terms of its support of public schools and it would deemphasize the property tax as a means of support and would have put the emphasis on the income tax as a means of support of public schools.

It would have provided for fuller State funding of the public education program in Michigan.

With the failure of that, we have some problems at this point in time in reducing property taxes constitutionally so that we can get into the full funding aspects.

What we are really embarked on at this point in time is evidenced by a bill introduced by Senator Bursly and supported by the Governor, which is a program which would require even greater emphasis on the need to levy the property tax to support public education, which we feel is the wrong direction.

There are others who feel that we should be going back for another constitutional amendment at this point in time to enable us to go into a full funding program which would deemphasize the need to continue to increase property taxes for the support of public education.

This, of course, is a hassle that is going on right now and it is unresolved at this point in time because the only measure that we have before us, as I indicated, is the bill that was introduced by Senator Bursly and supported by the Governor.

Other people are talking about the possibility of getting into a full funding type program utilizing millage within the 15-mill limitation, so-called, which is levied without a vote of the people, which is what we are talking about.

Mr. Bell. Did I understand you to indicate that had the Milliken program been successful it would have eased the situation a bit?

Mr. Smith. Yes, if we were able to pass the constitutional amendment and if we were able to go to full funding, then we could have developed a program which at least would have helped certain school districts and the city of Detroit where we have had problems.

Chairman Perkins. If you will yield, I have to go to the caucus and the gentleman from California will continue with the hearing. We will get back as soon as possible.

Mr. Bell. Yes, it certainly shows which party is interested in education.

Chairman Perkins. There is a question I would like to ask of Dr. Wolfe and Dr. Golightly before I leave. I notice that you have voted down tax increases from time to time in the city of Detroit.

Assuming that special revenue sharing is enacted and that you get the same amount of money, in my judgment, there would be no incentive from the Federal level thereafter to increase that money.

What, in your opinion, would happen at the State level where you have refused to vote more taxes for school purposes under this so-called special revenue sharing package?

Dr. Wolfe. I wish I knew for sure what would happen. I would like to be certain there would be an infusion of money for us. Our situation is even worse than the fact that they did not vote additional taxes.

We have lost 5 mills of support this year and are running on less money than we had the year before.

I would have to know a great deal more about the revenue sharing and the route by which it would come to the schools. I would agree with you, while Detroit schools, and that is a great part of our crisis, have gone backward in their income this year, our costs continue to mushroom and grow, although I will point out that I think we are the only system I know of that has not and by agreement raised the cost of the salaries of the teachers this year.

Chairman Perkins. You understand enough about the program to know that no new money is contemplated under revenue sharing. It provides the same amount of money with the consolidation of many programs.

How do you view that in the future?

Dr. Wolfe. I don't know. I can only say that I know that the cost of the education is going to continue to increase. How we have managed to make it, in a way we have been our own worst enemy because we have made it so far.

But I face the closing of public schools in Detroit the 15th of next month.

Chairman Perkins. To the extent that you have improved your reading—where you have achieved that 25 percent reduction below the average—what do you feel would happen in the future to those achievement results that you have obtained?

Dr. Wolfe. I imagine that we would not be able to continue the improvement we have shown because we have been able to fill the forces in to help these children. We have worked on this consistently for many years.

For the first time beginning 3 years ago we began to show fruition to our efforts. It has continued this year. We are doing less this year obviously because we have less money. I don't think we can continue to show the improvement of our children if we can't move ahead financially.

Chairman Perkins. How do you feel about the almost 25 percent reduction within the last 4 years of children reading below the average level? To me that signifies tremendous progress in achievement.

Dr. Wolfe. That is correct.

Chairman Perkins. Assuming that we turn this over to the States under this present proposal where they would have the right to shift one-third of the funds that we provide from program to program with no additional funds, how do you feel that this would fare, and what would happen to your achievement progress?

Dr. Wolfe. I think it would handicap us. I think we have learned where to put the money and we have learned to some degree what to do with it.

Chairman Perkins. Mr. Bell.

[Mr. Bell is now presiding.]

Mr. Bell. On that point, I am sure you realize that you can't shift money out of title I. You can shift Voc-Ed money into title I but you can't shift title I money out.

How accurate is title I in measuring the actual level of educational needs in Detroit? Does the use of income data keep needed money out of schools?

Dr. **Wolfe.** Congressman Bell, let me turn to my title I expert on that one.

Mr. **Fort.** If I understand the question correctly, Congressman, as you know, we identify our eligible title I schools on an economic basis depending on the concentration of children from low-income families and it has to be at a certain level before a school becomes designated as a title I participating school.

Once that has been done, then we disregard in effect the economic criteria and look at educational factors to determine which youngsters are indeed to be recipients of those dollars.

There is no question in our judgment that there are many youngsters in our school district who are not receiving the benefit of title I because of that fact. We think that if title I were to be greatly expanded to the extent that it was fully funded, we would be able to serve all of the youngsters who have educational needs.

Mr. **Bell.** Mr. Lehman, I believe, would like to ask a couple of questions and then he has to go to the caucus too.

Mr. **Lehman.** Thank you, Mr. Bell.

The only thing I would like to comment on and get your reaction to is the same kind of problem we face in the Dade County public schools system, and it is so frustrating.

We are also under court order. We have no choice but to try to implement the court order, whether we agree with it or not.

The only way you can possibly make it work and preserve the public school system as we know it, is to get community support. The great detriment to this whole thing is that money to implement the court order must come out of local funds and that frustrates the same people that perhaps would be willing to support it if they didn't think that the court order funding had to come out of educational programs.

To make these court orders work, you need a human relation workshop, inservice training, and additional security. You lose average daily attendance funds from the State and all of this.

There is no way you can implement the court order without buying additional buses or using additional transportation. The laws of the Emergency School Aid Act says you can't buy buses, so where else does it come from except from educational funds which also detracts from public support of the whole public school system.

We are caught in this bind. In Florida we are getting for the last half of the school year 50 percent of what we got for the first half, to be funded for the whole State emergency aid. The whole idea is that we are under court order.

We have no choice. We must get public support for the public schools to make them viable institutions. The community is becoming more disenchanted because the court order funds are coming out of existing educational programs because there is no other place to get it.

Now may I get a reaction to that? If I am off base, you tell me.

Dr. **Wolfe.** I could not agree with you more. As a matter of fact, Dade County's superintendent has been with me 2 days this week and we have been sharing problems and they are very common. I think the main thing that we are saying here is that we think after several years of experience with this program and of course with others too, we have begun to develop methods that are showing success in improving the achievement of children.

I think this is what our community people want more than anything else. We don't like to see these efforts slowed down or a reduction in the positive things we are doing because we don't have the funds to move ahead.

We are hoping in this direction and every other direction that we can manage to keep our schools going and doing that good positive bit of educating that we think we now know how to do in the urban setting which is very important to the whole country.

Mr. **Lehman**. Thank you.

Thank you Mr. Bell for yielding to me. I will try to get back as soon as I can.

Mr. **Bell**. I have a few more questions I would like to ask.

Would you tell us about the Michigan testing program and your reaction to the use of test data as a measure of accountability?

Dr. **Wolfe**. We have not only the Michigan program, we do our own testing too. We are interested in the whole philosophy of moving ahead with assessment and with accountability. I think it needs a good deal of study yet and a good deal of refinement to see that what we do under terms of both the testing and the accountability based upon it, that it is helpful in furthering the educational process.

There has been much fear about this. I think some of the fear was unfounded because we have been able to date to show that we are developing processes that enable us to show that we are doing the job of improving the achievement, which is what this is all about.

Some of my fellows may want to speak to it, Lou or Hershel.

Well, I think that is about what we are saying. We see merit in it properly handled. We are trying to alleviate the fears that many had about it.

Certainly we have got to have measures of the achievement. We have to do this in order to know whether the efforts we are making are producing what we really want them to produce in the way of improved education.

I don't think we can use it just as a punitive force though.

Dr. **Golightly**. The word accountability there has some problems. I should add that in my spare time when I am not volunteering for the board of education, I am a professor at a university. The ambiguity of accountability is that you assume that you can make a teacher responsible for the child's education the same way that you make a manufacturing concern responsible for an automobile. If you manufacture an automobile and it has defects, you can recall it and take care of the defects and then you have to find out precisely where it was that someone did put the nut on right or used the wrong kind of bolt or you had a defect in workmanship.

The automobile does not really respond and is not a participant in the process in which it is made. But my own experience with my own children and the young people that I teach at the college level is that to an amazing degree the child himself, the child's parents, the social community from which the child comes, the total society in which that child lives, all of this would be part of how you talk about accountability.

So I would like for just the record to have people think occasionally that the product of school is not an inert inanimate thing in which you say to the teacher, "This child in fourth grade is reading at 3.5 and you have failed."

I would say that even at the age of 8 or 9 or 10, the child himself has some responsibility for his own learning.

Dr. **Wolfe.** One additional comment I would like to make to that, Congressman Bell, is that our school system for the past several months has said that its No. 1 priority is to improve the measurable achievement of the students in our school system.

We have taken this as a major charge. We have discussed all of the reasons in the urban setting, why it is hard to educate our children. We can think of a lot of reasons for the difficulty over which we really don't have much control. We have kind of agreed that lacking that control, we can't say we still can't do the job.

I think we have a good deal of sincere belief in the fact that we do owe it to these young people to assume and accept the responsibility ourselves to pick them up where they are with their myriad problems and get on with the job of educating them.

That is what we have been addressing ourselves to and we are pleased that we have been able, one way or another, to turn around the decline in the achievement levels of these youngsters.

Ours had been declining in Detroit over the last 10 years. We have seen them first in spotted areas and now rather generally in the last 3 years begin to stop the decline, begin to plateau, and begin a slow improvement.

I will not say that we have licked the problem. I won't say yet that we have a firm trend. It is too early to say. But we are encouraged and we kind of accept the responsibility that we are the agency that has to get on with the job regardless of the myriad problems these youngsters bring to school.

Mr. **Bell.** Do you see a very close correlation between deprivation academically and deprivation economically?

Dr. **Wolfe.** Yes, we do; as far as the school is concerned to a degree we have to accept that and we still say we have to educate the child. We are trying to find those techniques that let us do it because in the long run I think that is one of the great hopes for them to better their situation.

Mr. **Bell.** You do see a deprivation from the standpoint of education also in the middle class or affluent groups too, do you not?

Dr. **Wolfe.** Yes.

Mr. **Bell.** But it is more substantial or more apparent?

Dr. **Wolfe.** There seems to be a correlation with the economic level of the child.

Dr. **Monacel.** Congressman, that is what we think title I is all about, because despite all of that economic and educational deprivation, we are in a definitive way showing that the deprivation, socially, and economically, can be overcome in an urban school setting.

In our judgment those dollars which produce people and programs and systems in reading and mathematics are what really has turned around some of the data we have talked about today.

Mr. **Bell.** I would agree with you. I congratulate you for the excellent work you have done. Would you favor concentrating 75 percent of title I funds on reading and math?

Dr. **Monacel.** We have concentrated title I funds largely in the elementary schools as our highest priority, and early childhood is a high priority.

With concentration in early years, we focus on basic skills. We are working on new individualized programs and mathematic programs.

Mr. **Bell.** In other words your answer to that is that you do concentrate more on reading and math than anything else.

Dr. **Monacel.** Yes, we do.

Dr. **Wolfe.** May I add a comment that part of our feeling of concentration is that we do better to concentrate the means we have in those areas we can best identify as most profitable to do it because we just don't have the means to do the job we would like to do everywhere.

But some of our studies do show that we can do the job wherever we pick that child up, if we can get in there and do it. Frankly at this moment we are getting some success out of the bootstrap operation in our own system of personal charge to the teacher to do it.

But if we can give that teacher the better means to do it with and the help, we find they can do a still better job.

Mr. **Bell.** Would you say that the staff and teachers are the most important features of your educational system insofar as doing the most for the children?

Dr. **Wolfe.** That is No. 1. The quality and dedication and the skill of staff.

Mr. **Bell.** From your perspective as school administrator in a city that receives numerous Federal program funds, how can Federal programs be made easier to apply for and also to administer?

Dr. **Monacel.** Just speaking of title I, illustratively, we could operate our title I programs far more effectively, for example, if we were assured of the full 5-year funding period and did not have to reaffirm through application and negotiation with the State each year and have several months delay in what the true allocation will be in that year.

That slows us down and that slow down, although not a great administrative problem, once it reaches the school and a program begins to decline because of uncertainty, we do lose the productivity that is built into that school.

So longer based fiscal arrangements would be of great help to us and probably the most central problem we have worked with since 1965

Mr. **Bell.** What is the least amount of advance knowledge that you feel is necessary regarding how much money you will receive? One year? Six months?

Dr. **Monacel.** I worked in title I programs for those years since the inception of ESEA. I would have liked to have known then in 1965 over at least a 2 or 3 year period of time that I could build that program, hire the personnel, buy the material, and so forth, with the assurance that it wasn't going to be uncertain at least for 2 or 3 years.

We did have the opportunity, sir, in title III several years ago. We received a large grant as a demonstration model in the inner city working with four schools.

At that time it was the first time that our school district had absolute assurance of 3 year funding and those teachers and administrators in those schools worked with much greater certainty and out of that came better commitment to the work that they were doing. That has served us as a good illustration of what happens when you have the serenity of knowing that the money is there and is forthcoming.

Mr. **Bell**. In 1965, of course, was the start of the Elementary and Secondary Education Act and you had to tool up for that which is understandable.

How can parental involvement in the education of their children be improved?

Dr. **Monacel**. I believe parental involvement today in title I schools is probably as good as it possibly can be. Every title I school in the city of Detroit has a parental involvement body, a council. It also has a regional council representing all of the schools in that region.

In a definitive way they advise us as to the contents of the program as they see it, as it should be in their school. All of those considerations then are acted upon by the regional boards of education before the title I program, in this case, is developed. What I am trying to say is there is vivid and real interaction in our title I school community.

I don't think it could be improved upon and sometimes it scares us because it does delay us somewhat.

Dr. **Wolfe**. I think that is a very important aspect and certainly it is a great problem in urban education because in a big city it is harder to get the community reaction that you can get in the small community or town. I would point out that the Detroit public school system is the only major city system in the country that is really and truly politically decentralized and the decentralization of Detroit really means instead of having one school system, we have eight or possibly nine separate school systems, eight of them with their own elected boards.

They have out in those regions considerable latitude in their class working with the Federal programs as well as the regular school programs and this allows them to have a much greater community involvement and we are very aware of that community involvement. I think that is part of the answer to getting parental involvement, community involvement in the schools of the big cities.

Dr. **Golightly**. Congressman, one of the problems about involvement there is that it gives—or one of the advantages of involvement is that it gives us an opportunity to continue the educational process through the adult years. There is an amazing lack of understanding in a large part of our cities that ours is a representative democracy. Very often our citizens feel that democracy is always direct, of the town meeting sort. Therefore, we would have and we do have continual confusion in a big city.

But what we are able to do in our programs by having the parental advisory body is to let it be known that this is the representative body for parents at the school and then we go to the regional level and it is understood that this is a representative body and we get to the regional board and this is a representative body and then we get to the central board of education and our central board of education has 13 members, one each from eight of the regions and in the regions there are five members there and the person who is the chairman of that region goes to the central board, so there are eight from each of those regions plus five elected at large.

Then we are the representative body and we feel that through this participation we are getting over one of the fundamental principles of an orderly democratic society that it is a representative democracy rather than a direct democracy and that you cannot really have participation in a city like Detroit where there were in the 1970 census 1,513,601 people. You cannot run a school system at a town meeting level where half of that 1,513,601 citizens would say this is what we are going to do with your title I money.

So we feel that we have a great deal of participation. Dr. Monacel gets upset about parental participation, but I look at them as voters who will be there the next time we have a school board election.

Mr. BELL. How can the misuse in many of the areas of title I funds be prevented?

Dr. MONACEL. If we start with integrity, I think we would have the chief source of preventing misuse of Federal funds. Mechanically in the State of Michigan, the State department of education does have staff assigned to work with me and with Mr. Fort and with others and to, in fact, monitor, after signing off, our program designs. In fact, in a regularized way they do monitor our programs partially for the quality of the programs and to be sure, we are well within the rules and regulations of the law.

It is a difficult question, I believe, for Detroiters to answer. Even though we have endured several audit exceptions, we have a long history of not misusing title I funds. The audit exceptions we have had were on technicalities such as factors of direct and indirect cost factors to the school district.

Mr. BELL. What are the common elements of good title I programs? You mentioned the teaching element and the staff factor which is, of course, one of the elements.

Dr. MONACEL. Part of the data that you have received indicates the growth and we are very proud of that growth as we have stated earlier. To pinpoint precisely what are the exact mechanisms that make for a success is a very difficult thing to do. What we apparently have found are several things.

More people in the school, particularly in a title I school, more professional staff people. We have invented new staff roles such as reading specialists and school social workers assigned to the title I kids and their families.

In addition to that, the influx of material that is through title I gives us an opportunity to build a systematic approach in reading throughout the school, individualizing because you have a lower class size and at the same time systematizing what you are doing and using those factors that I believe Superintendent Porter mentioned the other day, emphasizing the design of performance objectives, finding devices whereby those performance objectives can be measured, and using standardized tests such as Michigan assessment or our test to test the basic skills only as a tool for the teacher of the child, to use criteria reference tests so that any given point in that child day or week or month the teacher knows where the child is and can plan and prepare materials for the child.

So people, materials, and systems seem to be the basic ingredients that we have found to be the cause of much of our success.

Dr. GOLIGHTLY. I think one of the things we have also found is the matter of attitudes. If you have not only people and material, but if you have people who simply respect the children, you don't have to like them, you don't have to love them, you simply respect them as human beings or as potential human beings or adults. I am of the opinion that they don't really become human until about 18 to 24, if then, and that this is crucial, and this becomes possible when you are able to put more money into the school situation so that the principal or the teacher is not completely harried.

My own children go to schools where they have 38 to 42 kids in a classroom because this is supposedly a better income neighborhood and yet many of the children in that same school need help because they are victims of having moved into a better income neighborhood because there was better opportunity for the parents, you see.

Mr. **Bell.** Could you tell us at what grade level and at what age level you think title I funds are the most beneficial?

Dr. **Golightly.** Since we concentrate in the elementary schools, I think that the emphasis on the basic skills at the reading level and the writing level and the math level, I think this is crucial.

Mr. **Bell.** First through fourth grades?

Dr. **Golightly.** I would say first through seventh grade. We get people in universities who come in there reading at the seventh grade level, so I would say you need to push it up through the eighth grade. I think reading is crucial. You can't put all of education on the level of reading any more than you can on math. Some of our schools in Detroit show an interesting correlation. Where we have had a special program in teaching sixth grade mathematics the children tend to read better. It may be they read better because they have had success with mathematics and a pupil who reads better in reading will read better in math.

In a situation like that everybody profits and the child profits, too.

Mr. **Bell.** Do you favor attempts to individualize the programs of remediation?

Dr. **Monacel.** I think philosophically and pragmatically in Detroit 4 or 5 or 6 years ago we tried to move away from remediation, which is sometimes a self-defeating thing. I think we want our regular school program to be so strong that we have little need for remediation except in unusual instances.

In the early days of OEO our school district enjoyed some programing where the programing had to be after school and we found that when you work with children after school, most of that work became remedial work and was generally unsuccessful. We found much more success in strengthening the regular program.

Mr. **Wolfe.** If I may, Mr. Bell, I would not want to be too optimistic that we can do with remediation in a city such as Detroit because we have an exceedingly high transiency rate in our school. We pick up a great many children at all grade levels who have not been our charges until that time. Part of what I was mentioning earlier is our attempt to improve the education of these children as it will pick everyone up where we get him and we will try to bring him up to grade level and this infers a good deal of remediation all along the way.

Mr. **Bell.** Do you favor placing more responsibility and freedom in the hands of local districts as opposed to State and Federal Government?

Dr. **Wolfe.** My answer is yes.

Mr. **Bell.** Of course, that is the direction in which the administration is moving.

Dr. **Wolfe.** I think part of my answer to several of your recent questions——

Mr. **Bell.** You don't have to go back on it. That is all right.

Dr. **Wolfe.** I won't go back on it. I think several of the questions you have had relate to something of which I am rather proud. We have a department, a division that works on our special projects and they are broader than title I, but that is a major part of it. Through their efforts and expertise and experience over the past several years I think we have developed a way of working with our separate regions, our communities, in getting real involvement from the community and the region, but at the same time centrally keeping that expertise that lets us watch those programs so that they don't go astray or that there isn't the opportunity for irregularity that you commented on earlier.

It is a very sensitive balance between how you control the programs centrally and at the same time permit real community and regional input. I would certainly not say we have licked all of those problems, but we are sensitive to them and the gentlemen who are here today from the division have a great deal of know-how to do that.

Mr. **Bell.** This next question is coming up in a number of States. What role do you feel the States should play in providing for education of children who are educationally disadvantaged?

Dr. **Wolfe.** I think we have to do all we can to educate every child, whether he is disadvantaged or not, and in many ways we don't always know just what educational disadvantageness is, but I think it is real and we have a general consensus of what we mean by that term itself.

I think the State has to pick up the challenge here to educate the disadvantaged and I think we have a pretty good record of trying to do that in our urban centers where frankly we perhaps pick up more than our share of those who are educationally disadvantaged.

Mr. **Bell.** Do you want to comment on that, Mr. Monacel?

Dr. **Monacel.** In one direction Michigan is one of the few States that has designed programs for the disadvantaged under the State aid act, under the so-called chapter III program, which provides $11.5 million which goes into programs in title I schools and in some instances non-title I schools in that those kids are identified only on the basis of the Michigan assessment test and are not identified through the mechanism of title I.

That kind of help from the State, I think, is obligatory and I am proud that our State is engaged in this kind of effort. If we are speaking about the general cost of educating children, I think we all agree here that through lawsuits across the country, including the State of Michigan, that there is inequity in the distribution of funds within our State certainly based on a differentiated property tax, based on many, many factors that produce by accident of birth lesser chances for a quality education for many children in our State.

Mr. **Bell.** You are speaking of court decisions relative to those in Texas and California. This is going to be a handicap. I don't know what the answer is, but I think a large part is greater State participation and greater Federal participation.

Thank you very much. You have certainly been very, very informative and we are happy to see the success you have had in this field. We hope we will be able to do our part in helping you continue your great success.

Thank you for a great job, gentlemen.

Dr. **Wolfe.** Thank you for having us here.

Chairman **Perkins.** Mr. Winford Miller, administrator, Migrant Student Record Transfer System, Little Rock, Ark., who will be accompanied by Dr. Leo Lopez, Dr. Dale Hilburn, Mr. Vincent Serrano, Mr. Jesse Soriano, Mr. Emmett Spurlock, and Mr. James O. Click.

Can you all get at the table, gentlemen? If you can, I will appreciate it and then we can ask you these questions with some degree of togetherness.

Are there some other people that you brought with you who could sit in the chairs right behind you? I want to state on behalf of my colleague, William F. Ford from Michigan, that he wants very much to participate in this discussion with you and he is going to try to get back here. He is in a caucus and he will be here as soon as he can.

I understand you have some prepared statements. Your prepared statements will be included in the record at this point.

[Statements referred to follow:]

TESTIMONY OF LEO R. LOPEZ, CHIEF, BUREAU OF COMMUNITY SERVICES AND MIGRANT EDUCATION, CALIFORNIA STATE DEPARTMENT OF EDUCATION

My name is Leo Lopez. I am California State Director for Migrant Children, and I am grateful for the opportunity to appear before you today on their behalf. With me are migrant education administrators from seventeen states, each of whom has come to your hearing this morning to speak on H.R. 69 by Mr. Perkins.

Because of limited time, however, only six of us will offer testimony.

We respectfully urge your support and passage of H.R. 69. It is the only proposal before the 93rd Congress that can save and maintain compensatory education for migrant children in 48 of this nation's 50 states. There is no need to mince words. This committee and the 93rd Congress are faced with two alternatives:

> (1) You can, by passage of H.R. 69, guarantee the survival of a migrant-children program which is one of our country's most significant educational and socially responsive achievements; or . . .,
>
> (2) This committee, by failure to report out H.R. 69, can extinguish the brightest hope these children will ever have to escape from stoop labor to a better life.

To those of us who work with migratory children, there is not a shred of oversimplification in that choice.

It may be argued by some that the President's budget message to Congress provides a third alternative for sustaining the future prospects of migrant children: his proposal for revenue sharing and adjustments of categorical programs. But we would urge the members of this committee not to be misled by the myth of voluntary compliance: that is, local districts willingly—let alone wisely—developing and implementing programs from block grant moneys.

Those of us who have struggled to make migrant education a reality—and to keep it alive in the face of apathy, and even hostility—know from sad experience that consigning funds to local districts under revenue sharing means, inescapably, sacrificing an efficient, coordinated system of proven value to the piecemeal destruction inherent in a splintered program.

To us, revenue sharing relegates an incontestable national priority—the proper education of migratory children—to the whim of a local superintendent who may be hostile to the program. Or he may give it a low priority, spending a fraction of the entitlement for window dressing and diverting the remainder to something that better suits his fancy.

Block grants would mean abandoning a systematic, scientific method of determining impacted districts—as well as monitoring migrant flow—and substituting, in its place, open-handed disbursements to virtually anybody and everybody who claimed a migrant population. Even assuming—in a torrent of optimism—that local districts had the inclination and the expertise to do the job, revenue sharing would still leave the future of migrant children to a fiscal policy closer to geographic roulette, or pin-the-tail on the donkey, than to duty of care for a human resource.

Historically, federal funds are appropriated for specific purposes, and this has been a wise decision. You amended Title I of ESEA, 89–750 out of awareness and conviction that certain children would derive only minimal benefits from ESEA Title I as it was originally conceived.

States have not assumed responsibility for compensatory education in the past, and there is scant assurance that anything short of categorical federal funding will dispatch necessary financial resources to the proper school district at the proper time.

Let us examine, briefly, the theme of the president's budget message at it relates to revenue sharing. The FY-1974 federal budget for education is reputed to assess national priorities and strengthen those that produce real results. Authority is to be decentralized and decision-making given to states and local governments, by means of revenue sharing.

Such a policy is not only destructive of hard-won gains, but fiscally bankrupt.

Consider the problem of voluntary compliance by states and local districts. In California, prior to the implementation of the migrant program, only 4% of migratory children were being served by local educational agencies. Today, in contrast, more than 65% of these children are now receiving attention. In addition to academic help, they are getting medical, nutritional and cultural services previously denied them.

Passage of H.R. 69 can keep us operating at least at that level. Revenue sharing, on the other hand, will mean a decline both in quality of programs and services to migrant children. We urge the members of this committee to maintain categorical aid programs, and reject the sham and pretense of block grants.

Revenue sharing will not simply transfer stewardship of migrant programs to willing, capable new hands. If the administration holds to such a belief, it is totally innocent of any contact with the hard truths of historical indifference to these children in all too many local districts. I have attached as Annex "A" to this testimony an extract from an objective survey by the General Services Administration which indicates the nature of that apathy.

Migrant education must be a state-coordinated effort. Only if leadership is provided through a single office can there be the certainty that education will be continuous, and of consistent quality, as migrant children move from district to district and county to county.

The same is true of interstate migrant flow, which will be discussed by a later witness.

The California Plan for the Education of Migrant Children has been carefully structured to deal with the migrant stream. We have divided the state into six regions, based on migrant impaction. Each region roughly approximates one agricultural area. In each of these regions we have selected one county superintendent to act as the "agent" for migrant education in that region, and to administer the program. He employs a regional migrant director, coordinators and other staff.

I feel that the California Plan for the Education of Migrant Children is an exemplary program, one which has demonstrated quantifiable gains in achievement, led to increasing numbers graduating from high school, and thus has provided hope for migrant families that their children can make a higher ascent culturally and economically than they previously had even dreamed of.

Given the limitations of time, I will not dwell at length on a justification of that statement. Instead, I have attached several annexes to copies of this testimony in order to provide documentation of our program, which you can examine at your convenience.[1]

No program under block grants to local districts can match the scope of a statewide coordinated effort because they have neither the human nor financial resources to do so.

Migrant children's programs are *already* underfunded. The reason for the deficiency in appropriation is the result of an erroneous basis for determining state entitlement. Educational agencies at the state level receive migrant funds based upon Department of Labor statistics, which indicate that 161,000 children require the program.

Actually, the Migrant Student Record Transfer System in Little Rock shows that figure to be far short of the mark. According to their records, some 380,000 students are now being served by programs throughout the country. We are thus funded at a level of less than half an equitable entitlement.

In California, we are able to serve only about 50% of the children who need the program: some 40,000 of the 80,000 we can identify in impacted districts. We presently have programs operating in 224 school districts, out of a total of 900, but we are still acutely in need of an additional $1.4 million appropriation because of increasing numbers of migrant children.[1]

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[1] Annex B, Goals and Objectives of the California Plan; annex C, Overview of the Program.

Bearing in mind that we do not now have sufficient funds to implement an idea program for 224 districts, what sense does it make to withdraw categorical aid funding from highly selective target districts, and scattershot what little we have among an additional 676 districts? This will mean squandering upwards of 60% of an already meager resource now concentrated on priority districts To my mind, that is fiscal waste and a careless insult to the educational and social well-being of this nation.

I have heard from any of my colleagues in migrant education, and they unreservedly share that view. I have many letters from them, which I will not read here, but which are annexed to copies of this testimony.[2]

Finally, Mr. Chairman and members, in urging your favorable consideration of H.R. 69, I should like to submit suggestions for amendments which will make this excellent measure even more responsive to current conditions:

(1) A new formula should be established based upon the actual count of children as they are identified throughout the nation and registered in the national migrant record transfer system, Moreover, this should include children of Puerto Rican parents who are migratory workers.

(2) There should be a full appropriation of funds for all Title I programs. Presently, for example, an Indian child is, in reality, competing for funds with a migrant or ghetto child for the limited monies available.

(3) The funding program for migrant children should be expanded to include the needs of the 5-year migrant child currently authorized by legislation. Current appropriations are for children who follow the crops on an annual or more frequent basis. No funding is available for children whose parents become permanent residents of a community where they have worked, even if they are still seasonally employed in agriculture.

(4) Legislation should be adopted to provide a compatible and expanded definition of who is a migrant child. Definitions used by different agencies are inconsistent, and interagency cooperation is thus hindered (e.g. Department of Labor).

(5) Legislation should be adopted to authorize the expansion of the migrant program to meet family unit needs. This would better serve the special educational, health or welfare needs of the child.

(6) Extensive pre and inservice training for development of migrant education staff should be authorized. There is a shortage of trained personnel.

(7) There should be a clear declaration of legislative intent that migrant education, by reason of the migrant stream, is conducted in school districts which are realistically more a part of the nation than a state or local entity. And, further, that this national problem cannot be solved without a national records system for national information sharing.

(8) There should be some greater flexibility of federal registers or subsequent audits so that schools providing education for migrant children can be more innovative without penalty. This is a complicated situation which is discussed in detail in Annex "G" to this testimony—as are other recommendations.

(9) Lastly, unused funds returned to the federal government should be authorized for reallocation to the states where funds are insufficient for existing needs.

In summary, then, it is imperative that funding be continued for migrant education. These must be categorical monies, safe from capricious diversion to less crucial efforts. Migrant children are becoming better achievers. More and more of them now enter and finish high school. But the change has only begun.

Only through education can these youngsters be provided free and rational choices for the future. And only *you* can provide a safeguard system of funding for the million migrant children who deserve a better chance in life. H.R. 69 will give it to them.

Thank you.

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[1] Annex E, Justification for Increased Appropriation for California.

[2] Annex F, Letters from Migrant Directors.

ANNEX A

EXTRACT GENERAL SERVICES REPORT ON KERN COUNTY[1]

NONPARTICIPATION SCHOOL DISTRICTS

In California, school districts are eligible to participate in migrant education programs if migrant children constitute over 4 percent of their enrollments. Enrollment records of 19 nonparticipating school districts showed that during the 1969–70 school year, in six districts migrant children exceed the required 4 percent and were sometimes as high as 17 percent of the school's average daily attendance. During the school year, these school districts could have used $131,000 migrant education funds but returned them.

Officials of the six school districts said that they were unaware of the migrant education program or of the number of migrant children enrolled in their schools or that too much time and paperwork was involved. Three of these districts planned to join the program during the 1971–72 school year.

ANNEX B

GOALS AND OBJECTIVES FOR THE CALIFORNIA PLAN FOR THE EDUCATION OF MIGRANT CHILDREN

GOALS FOR MIGRANT STUDENTS

Goal (1): To develop skills in reading, writing, and listening in English and their dominant language.

Objectives.—(*a*) At each grade level, migrant children whose dominant language is not English, will demonstrate a facility in their dominant language comparable to his grade level.

(*b*) Migrant children whose dominant language is not English will demonstrate ability to listen, speak, read, and write English at minimal level in a class which is taught in English.

(*c*) Migrant children whose dominant language is English will demonstrate ability to listen, speak, read, and write at a comparable level to resident children.

(*d*) After twenty months enrollment in California schools, migrant children whose dominant language is not English will demonstrate ability to listen, speak, read, and write English comparable to resident children.

Goal (2): To gain a general education.

Objective.—Migrant children will demonstrate achievement in all subject matter required to be taught in the schools of California at their respective grade levels comparable to that of resident children.

Goal (3): To develop a desire for learning now and in the future.

Objectives.—(*a*) Migrant children will demonstrate the same desire to continue their learning as resident children by continuing their formal education in the same proportions.

(*b*) Attendance rate for migrant children will be the same as that for resident children.

Goal (4): To develop a good self-image and a feeling of self-worth.

Objectives.—(*a*) Migrant children will evidence acceptance and participation equal to resident students as measured by the results of a sociogram.

(*b*) Migrant children will demonstrate a positive self image and a feeling of self worth as measured by perception survey responses by migrant parents.

Goal (5): To develop skills to enter specific fields of work, be prepared for better jobs, and gain information needed to make job selections.

Objectives.—(*a*) All migrant children when exiting high school will have alternative marketable skills as measured by the criteria established by the California Career Education Task Force.

(*b*) Migrant children will demonstrate awareness of the vocational and occupational opportunities available to them, thus enabling them to select from a broad list of career opportunities.

Goal (6): To learn to respect and get along with people who think, dress, and act differently.

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[1] Report to the Congress, Impact of Federal Programs to Improve the Living Conditions of Migrant and Other Seasonal Farmworkers, February 6, 1973.

Objective.—Migrant children will participate in programs at all levels designed to improve abilities to get along with people who think, dress and act differently as measured by participation in co-curricula activities.

Goal (7) : To learn to respect and get along with people with whom they work and live.

Objectives.—(*a*) Migrant children will assume responsibilities in the home appropriate to their age level, as determined by a parent survey.

(*b*) Migrant children will participate in organizational development team building at levels appropriate to the age and maturity. Measurement will be by questionnaire and outside audit using scaling techniques.

Goal (8) : To develop an awareness of civic rights and responsibilities.

Objective.—Migrant children will know their civil rights and civic responsibilities appropriate to their grade level.

Goal (9) : To learn how to examine and use information.

Objective.—Migrant children will learn how to examine and use information by being taught skills of observation and perception in their continually expanding environment as measured by growth in academic achievement or teacher observation.

Goal (10) : To learn to be good managers of money, property, resources, and to deal with their economic future.

Objective.—Migrant children shall demonstrate an awareness of consumer practices including management of money, property, resources, interest rate, investment and the like as measured by their ability to identify sources of consumer information.

MIGRANT PROGRAM GOALS

Goal (1) : To provide inservice for all personnel involved in the education of migrant children.

Objectives.—(*a*) Migrant education, in cooperation with school districts shall provide an ongoing comprehensive inservice program for all personnel involved in the education of migrant children. At least one inservice program shall be conducted in each school district serving migrant children.

(*b*) All personnel serving migrant children shall receive inservice training. Included in such training shall be cultural awareness, how to include the migrant child in the regular school program, and using the migrant child's dominant language to facilitate his learning.

Goal (2) : To provide special educational services for "exceptional" migrant children.

Objectives.—(*a*) Migrant education shall provide bilingual/bicultural[1] persons to assist school districts in the identification of "exceptional" migrant students.

(*b*) Migrant education shall assist in placing identified "exceptional" migrant students in appropriate school district programs, and assure they receive services which are comparable to those of resident children.

(*c*) The migrant education project will provide trained and credentialed language teachers who are bilingual in English and Spanish, both oral and written, to teach English to non-English speaking migrant children wherever there are enough such children to warrant such a service.

(*d*) The migrant education project will train their specialist English as a Second Language teachers in methods of teaching basic reading (both in English and in Spanish) and basic arithmetic to intermediate and upper grade students and will provide time and materials for them to teach these skills to migrant children in grades 4–12 who have had little or no previous school experience.

Goal (3) : To insure that pupil personnel services are provided to meet the special needs of migrant students.

Objectives.—(*a*) Migrant education shall assist school districts to identify migrant children who require pupil personnel services.

(*b*) Migrant education shall assure that migrant children receive pupil personnel services in their dominant language.

Goal (4) : To establish priorities for the allocation of migrant education funds.

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[1] Definitions: (*a*) Bilingual: able to carry on a conversation using complex sentence patterns in English and in the language spoken by migrants most prevalent in the area the prospective employee will work.

(*b*) Bicultural: able to function comfortably in two cultures.

Objective.—Each region shall establish priorities for the allocation of migrant education funds through a needs assessment involving migrant parents, students, staff, school personnel, and migrant advisory committees.

Goal (5): To insure the delivery of the necessary health services and system to the migrant students.

Objectives.—(*a*) Migrant education will insure the delivery of necessary health services and systems to migrant children.

(*b*) Migrant education will assist in mobilizing all resources to provide food services, including a breakfast program, for all migrant children in schools.

(*c*) Migrant education will assist in mobilizing community resources to provide dental and health services for all migrant children in schools.

(*d*) Migrant education will provide to parents of migrant children information regarding agencies providing health, food, and welfare services.

(*e*) Migrant education will provide for parents of migrant children education in such areas as nutrition, dental care, and health.

(*f*) Migrant education will meet those health needs which interfere with children's learning which are not met through any other source.

Goal (6): To provide for migrant parent involvement in cooperation with school districts serving migrant students.

Objective.—Migrant education will assure that migrant parents are involved in the planning, implementation, and evaluation of educational programs for their children.

Goal (7): To provide for bilingual/bicultural instructional aides (tutors) for individualized instruction of migrant students.

Objectives.—(*a*) Migrant education will assure that all migrant children who need help receive tutorial services.

(*b*) Migrant education will recruit, employ, and train (or assist districts to do so) bilingual/bicultural[1] persons to tutor migrant children.

Goal (8): To provide bilingual/bicultural teachers to migrant-funded teaching positions.

Objectives.—(a) Migrant education will employ bilingual/bicultural[1] teachers and resource teachers.

(*b*) The Bureau of Community Services and Migrant Education will maintain active placement files of available bilingual/bicultural* candidates available for employment in districts or regional offices.

Goal (9): To attract bilingual/bicultural teachers to migrant-funded teaching positions.

Objectives.—(*a*) The Bureau of Community Services and Migrant Education of the State Department of Education, shall provide informational workshops quarterly or biannually so as to facilitate and interchange knowledge and methodology of bilingual/bicultural information at the local level. These informational workshops will be evaluated by means of already developed assessment instruments.

(*b*) The Bureau of Community Services and Migrant Education of the State Department of Education, shall make an immediate and comprehensive biannual study of all services of a bilingual/bicultural nature being provided in the schools participating in the migrant education program. This information will be disseminated to the institutions of higher learning, appropriate public agencies, and community organizations for the purpose of attracting bilingual/bicultural teachers.

ANNEX C

OVERVIEW OF THE PROGRAM

There are an estimated one million migrant children in the nation. Approximately half that number are benefiting from 89–750. In California the ratio is the same: of our 80,000 migratory children, approximately 40,000 receive proper help. Most of the migrants in California are intrastate; they move within the boundaries of California as they follow the crops. Nonetheless, as they work their path from the fertile desert of the Imperial Valley at the Mexican border to the hills of the Tule Lake region at the Oregon State line, their children may attend as many as eight schools during one year. Further, they miss many days due to the travel and the need for them to contribute to the earnings of the family.

Ours is a supplementary program. It is expected that every school district offer the identical program and services for migrant children as it does for resident children, and that we provide that additional effort needed to compensate for the unique deprivation of our clients.

Such a program needs to be a State-coordinated effort. Only leadership provided through a State-level office can assure that as a youngster moves about from district to district and county to county, his education will be continuous and equal in quality wherever he may temporarily attend school. To provide comparable opportunities for interstate migrant children, coordination through a Federal office is essential.

The California Plan for the Education of Migrant Children is uniquely structured to maximize services to mobile children. The State has been divided into six regions, based on migrant impaction. Each region, very roughly, represents one agricultural area. In each of these regions, we have selected one county superintendent to act as the "agent" for migrant education in that region and to administer the program He employs a regional migrant director, coordinators, and other staff who implement the program.

Our smallest service-unit is a "module". In most regions, this module consists of two hundred migrant children for whom services will be provided. They could all be in one school, in several schools, or even in a number of school districts. Thus, it is a very flexible service unit. The geographic pattern can be continually adjusted to accommodate the migrant stream.

This module is staffed with ten instructional aides, one community aide, and a resource teacher. Each instructional aide is able to serve about twenty youngsters. We seek to staff these positions with persons of cultural backgrounds similar to the youngsters and who are able to communicate with them in their dominant language. This aide spends time with each migrant child every day, sometimes individually and sometimes in small groups, tutoring the youngsters so that they can gain maximum benefits from the regular classroom work. We are moving in the direction of having classroom teachers diagnose the specific educational needs of individual youngsters, and then prescribing remedial activities which can be carried out by our aides. But as yet, this has not happened in many parts of the State.

The resource teacher constantly trains and assists the aides to improve their effectiveness in helping migrant children. In addition, the resource teacher provides ongoing inservice training and assistance for classroom teachers to help them become sensitive to the particular educational needs of migrant children. She also trains classroom teachers in the diagnostic/prescriptive technique, so that gradually a totally individualized program for each migrant youngster will emerge. Through this process, all education throughout rural California is gaining because the increased skills and sensitivities of classroom teachers naturally spill over into classrooms for resident children.

Through our community aides we seek to provide parent liaison and health and welfare services which are essential for furthering the education of migrant children. Sick children and hungry children can't learn. Obviously, our funds cannot meet the nutrition, health and dental needs of these deprived youngsters. Therefore, we seek to mobilize all resources in the State and in local communities who can help. When absolutely no other agencies can provide health or dental care, we provide funds for services which are needed to maintain migrant children's health at a level where it will not debilitate their capacity to learn.

Thus, throughout rural California, there is a large team of professionals and paraprofessionals who have dedicated themselves to serving migrant children. They are appalled by the neglect that society has shown for this segment of our population. They are change agents who are seeking to lead school, health and welfare agencies, and local governmental units into commitment and participation in improving the future for these, our most deprived children.

ANNEX D

A STUDY OF TWO METHODS OF DELIVERING SUPPLEMENTARY EDUCATIONAL SERVICES TO MOBILE MIGRANT CHILDREN IN CALIFORNIA

During the 1971–1972 school year data was gathered on pre and post test scores for reading and mathematics achievement. Two groups of mobile migrant children receiving supplementary educational services by different approaches through the "California Plan for the Education of Migrant Children" Title I, E.S.E.A. 89–10 as amended by 89–750 were compared.

Children enrolled in 19 school districts made up group one. Group one received supplementary support by application of the teaching team approach. This approach utilized trained tutors assigned to specific migrant children who assisted them under the direction of the classroom teacher. A resource teacher, (a master teacher), gave support and continued inservice training to both teacher and tutor in individualized diagnostic, prescriptive, instructional methods. The resource teacher also worked with the classroom teacher and school staff in the development of drill materials necessary to remediate the child's learning deficiencies. All resource teachers were employed by one central agency which supervised their activities with the cooperation and support of the State Education Agency.

Children in group two received supplementary educational services from the several school districts where they were enrolled. The districts provided "pull out" programs in "language development", remedial reading, and English as a second language and were reimbursed for the costs of the services rendered. This group of mobile migrant children received services from "specialist" teachers supported in the pull out program and occasionally in the classroom by teacher aides. Some migrant oriented inservice training was provided for school staff members.

The cost per child in each program was comparable. All costs of administration, supervision, inservice training and instruction, were included in the computation but costs of health services were excluded for both groups. Costs for group 1 children averaged $384 per child and for group 2 children, $380.

MEAN GAINS IN READING ACHIEVEMENT SCORES FOR 2 GROUPS OF MIGRANT CHILDREN BY GRADE [1]

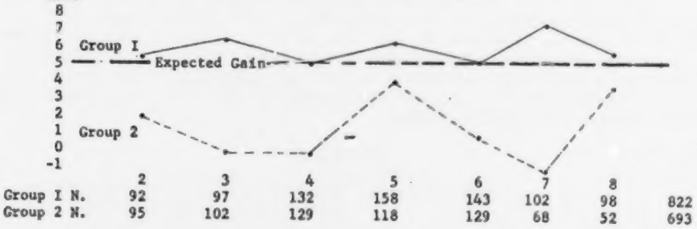
Grade	Group I		Group II	
	N	Mo. gain	N	Mo. gain
2	92	5.8	95	2.0
3	97	6.6	102	0
4	132	5.0	129	0
5	158	5.8	118	4.0
6	143	5.0	129	1.0
7	102	6.6	58	−1.0
8	98	5.8	62	4.0
Total	822		693	
Mean gain		5.7		.3

[1] The same tests were used for both groups. All test scores used were pairs in which both pre- and post-tests were given to the same individuals.

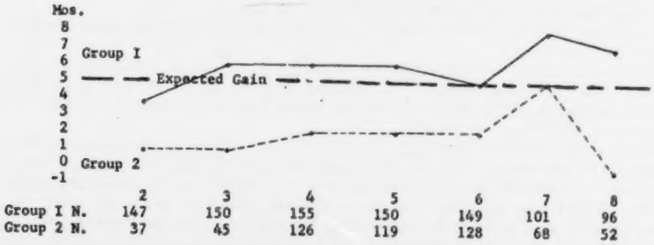
MEAN GAINS IN MATHEMATICS ACHIEVEMENT SCORES FOR
TWO GROUPS OF MIGRANT CHILDREN BY GRADE

	GROUP I		GROUP 2	
Grade	N	Mo. Gain	N	Mo. Gain
2	147	4	37	1
3	150	6	45	1
4	155	6	126	2
5	150	6	119	2
6	149	5	128	2
7	101	8	68	5
8	96	7	52	0
Total	948		575	
	Group I Mean Gain	5.8	Group 2 Mean Gain	2.0

COMPARISON OF MEAN GAIN IN READING ACHIEVEMENT
SCORES OF TWO GROUPS OF MIGRANT CHILDREN BY GRADE
TIME = 100 TEACHING DAYS (5 MONTHS)



COMPARISON OF MEAN GAIN IN MATHEMATICS ACHIEVEMENT
SCORES OF TWO GROUPS OF MIGRANT CHILDREN BY GRADE
TIME = 100 TEACHING DAYS (5 MONTHS)



Test results for these two groups of migrant children show an important difference in gain scores. Scores in reading for group one children showed a mean gain of 5.7 months for the five month period between tests. Scores in reading for group two children showed a mean gain of 1.3 months for the five month period. At all grade levels, group one children achieved a mean gain of at least one month for each month in the program. At no grade level did group two children achieve a mean gain of one month for each month in the program. In mathematics group I children achieved a mean gain of 5.8 months as opposed to a group two mean gain of 2.0 months in the five month period. Group one children met the program objective of a mean of at least one month of gain on a standardized test for each month in the program. Group two children did not meet the objective. The two approaches to the delivery of services to migrant children cost almost the same amount per child. The teaching team approach was, therefore, several times as cost effective as the reimbursement approach, and produced results which met or exceeded the program objective.

ANNEX E

JUSTIFICATION OF INCREASED APPROPRIATION FOR CALIFORNIA

The State of California respectfully requests an additional grant of funds to bring the total grant to the State for the implementation of the California Plan for the Education of Migrant Children to $9,585,000.00 for the Fiscal Year 1973.

For the past two fiscal years the authorization for California has remained at $8,285,802.00, although each year the number of migrant children identified and in need of supplementary educational services has increased. At the same time, the costs of providing educational services have increased. Salaries for both certificated and classified personnel have risen by at least 5% each year.

California law now requires that all classified personnel be covered for unemployment insurance. This adds between six and seven percent to the cost of employing paraprofessional personnel. In addition, all other costs of providing services including supplies, materials and equipment have been affected by inflation.

As a result of these rises in costs we must drastically reduce the number of eligible migrant children we can serve, and it now appears that it will not be possible to provide programs during the summer months. Last year California provided supplementary educational services for 37,000 migrant children during the regular school year and 12,600 in summer programs. We estimate that the amount requested will be necessary to provide services for a similar number of children during the summer of 1973.

ANNEX F

STATE OF IOWA DEPARTMENT OF PUBLIC INSTRUCTION,
Des Moines, Iowa, February 13, 1973.

Mr. LEO LOPEZ,
Migrant Education Section, State Department of Education,
Sacramento, Calif.

DEAR LEO: I will be unable to attend the meeting with the House Labor and Education Committee scheduled for February 22, 1973. However, I wish to express my thoughts to you concerning Migrant Education as they pertain to migrant children and the educational programs in my State.

I. On a State basis, previous to P.L. 89–750, educational programming in this State was non-existent.

II. For the present; a well rounded summer program is operational, the local schools have become cognizant of the migrant child and they are providing specialized bilingual instructors for these children who are enrolled for part of each year in the school's regular program.

III. Even with Federal funding, our efforts would be piecemeal and floundering without the guidance from the National level to tie the educational programs together into a cohesive whole program for the benefit of the migrant child.

IV. The MSRTS is the heart of the national effort to give the migrant child an educational program that has meaning for him. If Federal funding ceases and is replaced by the bloc grant concept to each State, this would seriously cripple or destroy this very valuable service to the States for each migrant child.

V. State migrant directors do not have the authority to expend funds for interstate cooperative projects such as MSRTS. Without each State cooperating in this part of the migrant program, it would fall apart.

VI. As the migrant child crosses many State lines in a year's time, the only way to effectively provide educational services to him is by National goals and direction to each State.

I endorse all efforts expended by you and the committee to help and to improve the educational services for migrant children.

Sincerely,

JAMES F. BOTTENFIELD,
Iowa State Migrant Director,
Title I, ESEA.

STATE OF MISSISSIPPI DEPARTMENT OF EDUCATION,
Jackson, Miss., February 12, 1973.

To: Dr. Leo Lopez, Chairman, Information and Dissemination Committee, 89–750 States.

From: Frank B. Drummonds, Migrant Director, State of Mississippi.

Reference: Your memo of February 9, 1973, concerning testimony before the House Labor and Education Committee.

The following items are of concern to migrant personnel from the state of Mississippi:

(1) Need to receive full funding for five year migrants. A great number of "settle ins" exist in the Mississippi Delta farming area.

(2) Consider identification of migrants within districts which have large geographical boundaries. In Mississippi many large districts exist in the Delta farming area. Many agricultural families move thirty to forty miles and change schools within the same county district.

(3) A need to consider establishing eligibility for children of migrant fishers. Mississippi has a considerable migrant stream on the Gulf Coast which is associated with the shrimp and oyster industry. These people come from Louisiana, Texas, Alabama, and Florida.

STATE OF INDIANA,
Indianapolis, Ind., January 10, 1972.

Dr. LEO LOPEZ,
Chief, Bureau of Community Services, Division of Compensatory Education, State Department of Education, Sacramento, Calif.

DEAR LEO: Thanks for sending me the recommendations to the Advisory Committee. I see no clarifications, additions or amendments that I would like to make.

I am wondering how much good all this is going to do. The President seems to think that Revenue Sharing is going to be the answer to everything. In Indiana we will use the revenue for a sports stadium, which is in the red about 5 million bucks. You know how much this is going to help migrant kids!

Nice to have seen you in Foggy Bottom. The next time, and my last time, will be in Hot Springs in May.

Sincerely yours,

DR. FRED A. CROFT,
Chief State Supervisor Migrant Education.

THE STATE OF NORTH DAKOTA,
DEPARTMENT OF PUBLIC INSTRUCTION,
Valley City, N. Dak., January 9, 1973.

Mr. LEO R. LOPEZ,
Chief, Bureau of Community Services and Migrant Education, Division of Compensatory Education, Sacramento, Calif.

DEAR LEO: Thanks for your copies of recommendations made to the National Advisory Council during our meeting in Silver Spring, Maryland.

It is my sincere opinion that you have done an excellent piece of work in stating the recommendations made to the Council. I have read—and studied— the nine recommendations carefully. The only one that I feel may not be entirely clear is the Second Recommendation. Does the first statement need clarification?

The Federal Government currently appropriates 38 cents of the authorized dollar for services to disadvantaged children of all types.

I believe that what we are trying to say is that since the Federal appropriation for disadvantaged children is for all types of children who fall within this category (classification), that competition quite naturally results between various groups all of whom serve disadvantaged children for those funds made available by the Federal Government.

Now the recommendation.

However, Leo, I recognize the fact that this recommendation may be perfectly clear to others while it appears to lack clarity insofar as I am concerned.

Congratulations on the fine work you are doing for disadvantaged children.

Respectfully,

M. J. PETERSON,
Coordinator, Migrant Programs, North Dakota.

ANNEX G

Recommendations for Legislation

RECOMMENDATION NO. 1

Federal legislation has mandated that states identify and serve all migrant children. State education departments however must operate on a Labor Department formula for identifying migrant workers that does not take into consideration the actual number of children who must be served. The National Migrant Record Transfer System has identified more than 371,000 migrant children. Funds are currently being provided for only 161,000. In addition, the formula does not taken into account thousands of the Puerto Rican children who migrate to and from the mainland annually.

The State Directors of Migrant Education therefore recommend that a new formula be established based upon the actual count of children as they are identified throughout the nation and registered in the National Migrant Record Transfer System including the children of Puerto Rico whose parents are migratory farm workers and who should be eligible for all services provided to other migrant children.

RECOMMENDATION NO. 2

The Federal government currently appropriates 38 cents of the authorized dollar for services to disadvantaged children of all types. This appropriation actually pits one group of disadvantaged children against another for available funds. For example, an Indian child is in reality competing for funds with a migrant, deliquent or ghetto child for the limited funds available. The limitation of funds then causes Federal, state and local educational units to develop programs on the basis of the funds allocated rather than on the educational or human needs of the disadvantaged children.

The State Directors of Migrant Education therefore recommend that there be a full appropriation of funds for all Title I programs.

RECOMMENDATION NO. 3

Funds are currently appropriated to provide programs for children who follow the crops on an annual or more frequent basis. No allocation of funds is made to provide programs for the children whose parents determine to become permanent residents of a community where they have worked even if they are still seasonally employed in agriculture. Current limitations of funds and Federal legislation preclude schools from giving help to this pool of children who still have the same needs they had while moving. Thus, the stated legislative goal of assisting migrant children to enter into the mainstream of society cannot be met because he cannot be served unless he becomes eligible for welfare grants.

The State Directors of Migrant Education therefore recommend that the funding program for migrant children be expanded to include the needs of the five-year migrant child currently authorized by legislation.

RECOMMENDATION NO. 4

The definition of a migrant child imposed upon the Office of Migrant Education is the severest definition imposed upon any agency serving disadvantaged children. Although legislation mandates that the Office of Migrant Education cooperate with other agencies serving the migrant, it is often unfeasible or impossible for extensive cooperation to take place due to differences in definitions used by different agencies and particularly with the Department of Labor.

The State Directors of Migrant therefore recommend that legislation provide a compatible and expanded definition of who is a migrant child.

RECOMMENDATION NO. 5

Because of the nature of the migrant family's existence requiring close family relationships, often total family-unit needs have to be served in order to serve the special educational, health, or welfare needs of the migrant child.

The State Directors of Migrant Education therefore recommend that legislation authorize the expansion of the migrant program to meet family-unit needs in concert with the other agencies involved.

RECOMMENDATION NO. 6

There is not enough trained personnel to provide the models and multi-culture specialists for development of the migrant child's capabilities in our rural schools where he enrolls.

The State Directors of Migrant Education therefore recommend that the legislation authorize extensive pre and inservice training for the development of all staff committed to and dedicated to meeting the particular educational and developmental needs of migrant children.

RECOMMENDATION NO. 7

The migrant child's school district is the nation rather than a state or local educational entity. In moving from school to school, he must be provided a state to state or district to district continuous high quality learning experience particularly suited to his needs. Statistical evidence from the 1970 census, the national school assessment program and other sources provide convincing proof that the schools he attends are among the lowest in the country so far as achievement of children or holding them in school until graduation from high school is concerned.

The State Directors of Migrant Education therefore recommend that this national problem cannot be solved locally and that special directions using national record systems, national information sharing systems and national support be given a top priority ranking in order to provide continuous services to migrant children.

RECOMMENDATION NO. 8

In order to promote innovative and exemplary programs for migrant children in the schools of the country, it is essentially necessary for schools to recognize that the mobility of the migrant child because of family needs forces schools to make instant decisions in order to help him solve his learning problems. Often these decisions are in conflict with local, state, or Federal policy or laws that affect other children. Examples could be attendance, the time of day or year available for education, impact on class size, recruitment of personnel, need for immediate clothing or food before he can go to school.

The State Directors of Migrant Education therefore recommend that Federal registers or subsequent audits be flexible enough so that schools providing special services to migrant children are not penalized or criticized for providing the services if their record of expenditure of funds is clearly helping the migrant child and if the expenditures are in conformance with approved state budgetary regulations and state approved projects.

RECOMMENDATION NO. 9

Currently some states are unable to use their funds to serve migrant children for a variety of good reasons among which are the peculiarity of time or weather when crops can be harvested and lateness of appropriations of funds allocated by Congress. This has resulted in many states returning allocations to the Federal government while other states are short of funds.

The State Directors of Migrant Education therefore recommend that any unused funds returned to the Federal government be authorized for reallocation to the states where funds are not sufficient to meet the needs of migrant children.

TESTIMONY BY DALE HILBURN, ADMINISTRATOR, FLORIDA MIGRANT EDUCATION PROGRAM

FUNDING

According to Public Law 89–750, the Commissioner of Education estimates the number of migrant children in each State from the best available data. To date this data has been provided by the Department of Labor. The estimates are used in computing the maximum amount to each State Education Agency. (See Attached)

The formula for funding is extremely inadequate; especially for home based states such as Florida. According to Department of Labor statistics, Florida had an estimated F.T.E. of 14,965 migrant students last year. However, during the same year, Florida had a F.T.E. of 28,200 migrant students in the data bank at Little Rock, Arkansas with a high of 34,892 enrolled in March and a low of 10,564 in September.

I suggest the Migrant Student Transfer Record System be used to compute the maximum grant to each state education agency.

METHOD OF CALCULATING THE NUMBER OF MIGRANT CHILDREN PER STATE

The first step taken was to determine the average number of workers residing in the State on full and part time basis during the year. This was done by adding the Department of Labor mid-month checks and the mid-month referral figures and obtaining the average, or the "Full-time Equivalent" (F.T.E.) of adult migrants.

Example: Estimating procedures for estimated migratory children of migratory agricultural workers (FTE) 1965.

Example: Florida

Step I: Monthly average (FTE) intrastate and interstate employment

January	17, 801. 00
February	16, 891. 00
March	14, 989. 00
April	13, 665. 00
May	12, 423. 00
June	1, 808. 00
July	469. 00
August	551. 00
September	683. 00
October	3, 526. 00
November	8, 758. 00
December	14, 946. 00
12-month total	106, 510. 00
12-month average	8, 875. 00
12-month average (rounded)	8, 876. 00

Step II: Monthly average (FTE) interstate referrals

1. Approximate number interstate migrant referrals	30, 900
2. Approximate number months at home base	7
3. Col. 1 times col. 2	216, 300
4. Col. 3 divided by 12	18, 025

Step III: Total of 8,876 (Step I) and 18,025 (Step II)=26,901, estimated full-time equivalent of migratory workers in Florida.

Step IV: 75% of 26,901 (Step III)=20175.75 or 20,176 estimated full-time equivalent migratory children of migratory agricultural workers.

Source: Step I. Mid-Month Employment reports for 1965 from the Department of Labor, Bureau of Employment Security

Step II. Interstate migrant referral from home State data (1965) from Department of Labor, Division of Research and Wage Activities, Office of Form Labor Services, (ltrs. May 31 and June 7, 1966).

For example, one study conducted in 1962 by the U.S. Department of Agriculture indicated that there were 254,540 youths under 18 years of age out of 604,000 total population of people where the head of the household performed migratory agricultural work. States have indicated that statistics like this one, were somewhat low because young workers are often counted as workers rather than youths under years of age, so a .75 ratio of children to adults was selected as a reasonable estimate.

FRAGMENTED SERVICES

Migrant families have been greatly hampered by the widespread discrepancies among agencies with respect to criteria used in determining whether or not each member of a family is qualified to participate in the services being offered. (See Attached)

To cite an example: Under Office of Education—ESEA Title I 1965—P.L. 89-750, the criteria for participation states: "A Migrant Child is one who has moved with his family from one school district to another during the past year in order that a parent or other members of his immediate family may work in agriculture or related food processing activities."

The Office of Economic Opportunity's criteria is: "Migrant and other seasonally employed agricultural workers who have during the one year preceding:

1. Earned at least 50% of their total income as agricultural employees.
2. Had income below the poverty level."

Still the Migrant Health Act of 1962, Department of Labor and other governmental agencies will have different definitions of the target population. In order to de-emphasize the piece-meal approach of delivery of services to agricultural farm workers and their families, we should address ourselves to a unified and accurate method by which migrants and their dependents are defined. This I feel will knock down some of the barriers that inhibit coordination and cooperation between agencies.

STATE OF FLORIDA,
DEPARTMENT OF COMMERCE,
Tallahassee, Fla., September 1, 1972.

Mr. DALE HILBURN,
Director, Department of Education, Migrant Section,
Tallahassee, Fla.

DEAR MR. HILBURN: I want to thank you for the excellent help and cooperation you have given the Migrant Manpower Delivery System (MMDS) Program.

I would also like your assistance in a situation that has developed in Palm Beach County. The local staff members have advised me that migrants who have enrolled in MMDS were told that they cannot enroll their children in your Early Childhood Learning Program on the grounds that they did not go upstream this year when the Florida season ended. Therefore, they are no longer considered as migrants by your program.

We understand that your program must give preference to the children of migrants who have migrated in the past twelve months. Some of the migrants who were upstream last summer and then returned to Florida, while others worked as intrastate migrants. It appears to be somewhat of a paradox that two federally funded programs operated for the benefit of migrants have rules which negate the migrant family's effort to improve their situation. Could you please clarify why your guidelines penalize children of migrant parents who enroll in manpower training through MMDS to improve their position in life. It seems to be unreasonable to force the migrant family to make a decision between education for their children and education and/or training for the parents.

I would appreciate your help and clarification of this situation so that both programs can combine their efforts to help migrant families.

Sincerely,

BEN PATTERSON,
Director, Division of Labor.

CATEGORICAL AID

Perhaps the migrants' greatest problem in Florida has been their almost total rejection by many communities in which they live. They are considered important only in terms of the work they perform. When the crops are ready for harvest, the grower and the agricultural community are eager to see them come. They are just as eager to see them leave when the work is done. Literally millions of dollars worth of crops would rot without migrant workers' help at the time and place where it is needed. But they are not seen as part of the community and as a result they are often excluded by law or by local policy or practice from health, welfare, education, and recreational services that they desperately need.

Let me share with you, the Citizens' Committee on Education which was appointed by the Governor, August, 1971, Interim Report.

It is estimated that there may be as many as 68,000 students in Florida whose parents are migrant farm workers. These students often are extremely poor and are unable to afford even the basic necessities to remain in school;

clothes, books, fees, etc. Furthermore, the itinerant nature of the families makes steady attendance in school difficult and very large percentages of these students leave school at an early age or transfer to other schools or school districts. To alleviate the problems of these students, federal monies have been available. However, federal programs serve only about 22,000 of these students. Like the migrant child, adult migrant farm workers also have special unmet educational needs. It is apparent that for the educational needs of migrant farm students and adults to be met, the state must establish a coordinated education program which serves these people.

Because migrant farm worker families move from one county to another, the state should take the responsibility of providing educational services to migrant students and adults. Only a state agency can operate beyond county lines. Therefore we recommend that:

Recommendation 76.—The Legislature should assign the responsibility for the delivery of educational services to migrant farm children and adults to the Department of Education. Migrant education then should be coordinated and entirely funded by the state. Actual teaching may be done by schools in local districts, by public or private firms under contract, or by state-funded teachers who travel with the migrant stream. Also, the state should collect more comprehensive data on migrant farm children and adults, including the actual number of migrant school-age children, ethnic composition of migrants, dropout incidence and intrastate movement of migrants.

EARLY CHILDREN EDUCATION

National Migrant Goal

Provide the migrant child with preschool and kindergarten experience geared to his psychological and physiological development that will prepare him to function successfully.

Program Activity: Early Childhood Learning

The Early Childhood Learning Activity was implemnted in 21 countries during the 1972 fiscal year with 205 teachers and 410 teacher assistants serving 4100 children between the ages of three and five in 207 classes. All units were open from 7:00 a.m. through 6:00 p.m. This extended day was put into operation in order to better meet the needs of the migrant families. Ancillary services in health and nutrition were provided.

Overall Objective

The basic objective of the Early Childhood Learning Activity is to promote the educational and social progression which will enable the migrant child to function successfully in the first grade.

In fact, the program activity has evolved around the concept that educational intervention is quite necessary at these early ages; for if a child cannot respond properly to the first grade experiences and environment, he may be headed for repeated and successive failures.

In the following examples, objective data were gathered to appraise program activity effectiveness in meeting the above stated basic objective:

Example No. 1. This case illustrates the progress made by 133 children who were enrolled in the Early Childhood Learning Program. The program concentrated on communication skill, with emphasis on language development, and number of skills. Teachers were concerned with the total development of each child, and directed classroom activities to provide numerous success experiences in a stimulating, pleasurable learning environment. The children were pre-tested in October and post-tested in March using the *Preschool Inventory* (PSI) developed by Dr. Bettye Caldwell and published by the Educational Testing Service.

A comparison of the mean gains of 67 pupils with one year of experience in the program with 66 pupils with two years experience indicated that the number of years of preschool did affect the pre- and post-test scores. The group with two years of Early Childhood Learning experience had significantly higher mean scores on both the pre and post-scores than did the children who were in their first year.

An analysis of the October and March scores showed a mean gain of 18.1 in level four scores and a mean gain of 11.6 in level five score. This was significant at the .01 level.

Level five units contained children who were in their second year of the Early Childhood Learning Activity, as well as children who were experiencing their first year of preschool. The means and their percentile ranks were computed by the number of years of experience and the first year children showed a mean gain of 14.1. The second year children showed a mean gain of 9.2. Again, these were significant to the .01 level.

It should be noted that a child who participates in both the level 4 and level 5 programs achieves a higher level of conceptual development and therefore, should be better prepared to handle Primary I instruction. A longitudinal study of the children in level 3 classes this year will be undertaken to further support this conclusion.

Example No. 2. One hundred and three level five children slated for entry into Primary I in the Fall were given the *First Grade Screening Test* in the Spring. Sixty percent of the 52 level 5 children with one year preschool were identified as having a high probability for failure if they entered a first grade class in a predominantly urban or rural community, while thirty-three percent of the 51 children with two years preschool were identified as such. The two-year group had a significantly higher mean raw score on the *First Grade Screening Test* than did the one-year group.

Learn and Earn: National Migrant Goal

Provide programs that will improve the academic skill, pre-vocational orientation and vocational skill training for older migrant children.

Program Activity: Learn and Earn

The Learn and Earn program activity served 1710 migrant students in 16 countries during fiscal year 1972. This program activity, with its prevocational, work-study orientation provided opportunities for the migrant adolescent to see and experience occupations beyond the limited confines of his parents' world. Occupational simulation units (57 self-contained classroom) provided the setting for classes which met for a one or two-hour block of time each day.

Approximately 90 percent of the students received on-the-job training in their acquisition of pre-vocational orientation and vocational skills. Funds were provided for employment of students for ten hours each week. Instructional staff included four head teachers, 57 teachers and an equal number of teacher assistants.

Students were given skill training in the following areas: auto tune-up; supermarket cashiering; hospital patient care/child care; hospital/hotel housekeeping; agribusiness/office practices; small engine technology.

For the migrant children who participated in this program, it was supplemental to the existing program occurring in the regular school. Though one of the intents of this program dealt with the academic, the primary concerns were to expose migrant children to vocational opportunities that would possibly stimulate an interest in a saleable skill and to minimize the number of children who drop out of school.

The Learn and Earn program should not be considered a crash program which is expected to produce immediate and striking results. While this activity must of necessity include short-range objectives against which evaluation can be made, the long-range hope is that extension of experiences in the relevant world of jobs and wage earning will have an impact on the future vocational interest of the child.

Overall Objective

A basic objective of the Learn and Earn program activity is to increase awareness of occupational opportunities and to provide the vocational skills training needed for acquiring various jobs.

In order to assess the effect of the Learn and Earn program activity on occupational interest, a follow-up study by the University of Florida was made on 496 of the 66 students (75%) who had been enrolled in the 1970–71 Learn and Earn program. It was hypothesized that an indicator of occupational interest could be established by reenrollment in the 1971–72 Learn and Earn program activity.

Approximately 37 percent of the students (175) interviewed, stated that they had an opportunity to reenroll in a Learn and Earn program. Ninety-five (95) of these students (54%) did actually reenroll in the program. Information in Table 3 presents a distribution of the 95 students and the programs in which they enrolled. Agri-business, a new program in 1971–72, and auto tune-up enrolled more of the 95 students than did any of the other programs. This year we have expanded other offering to include Marine engines, Business, and two and four cycle engine.

TABLE 3.—REENROLLMENT OF 1970–71 LEARN AND EARN STUDENTS IN 1971–72 LEARN AND EARN BY PROGRAM

Program	Number of students	Percent
Automotive tuneup	[illegible]	22.2
Housekeeping	2	2.1
Supermarket	15	15.8
Hospital	10	10.5
Agribusiness	26	27.4
Other	10	10.5
Housekeeping, hospital	6	6.3
Supermarket, hospital	1	1.1
Auto, supermarket	3	3.1
Totals	95	100.0

School related factors were cited more often than other factors as being decisive in regards to reenrollment in the 1971–72 program activity. As seen in Table four, 71 of the 89 (79.9 percent) students responding to this question chose Learn and Earn because of positive feelings concerning the program. Only two students took the Learn and Earn Program due to school personnel recommendations or suggestions.

TABLE 4.—DISTRIBUTION OF REASONS GIVEN FOR CHOOSING TO REENROLL IN LEARN AND EARN DURING 1971–72

Reason	Frequency	Percent
To make money from the job they help me get	13	14.7
To prepare myself to get a job in the future	50	56.2
It is more interesting than regular school	8	9.0
Subtotal	[1] 71	
I was told to take it	4	4.5
My family wanted me to take it	6	6.7
A teacher, a counselor, or another school person suggested I take it	2	2.2
Total responding	83	
Other (reasons not clear)	6	6.7
Total	89	100.0

[1] 71 students chose Learn and Earn for reasons related to money, employment, or interest in school work.

School attendance was considered as another indicator of interest in the occupational areas covered by the Learn and Earn program activity. Based on a questionnaire return from 38 of the 55 schools where Learn and Earn students were found this year, the weighted mean average of 10.58 percent of absenteeism differed significantly from the 6.32 percent found for Learn and Earn students in last year's study. As seen in Table 5, the percent of absenteeism for this year is almost equal to the percent of absenteeism for the control group in last year's study. This finding tends to show that the Learn and Earn program activity did positively affect school attendance of migrant students.

Average percent of absenteeism for learn and earn and control students for 1970–71 and learn and earn follow-up students for 1971–72

Percent of absenteeism Learn and earn 1970–71	6.32
Percent of absenteeism control—1970–71	10.97
Percent of absenteeism [1] Learn and earn 1971–72	[2] 10.58

[1] Based on returns of 38 of 55 schools.

[2] Significantly different from 6.32; $Z \pm 4.11$ $p < .01$.

Attitudes toward various school related characteristics were above average on all measurement scales completed by the Learn and Earn students. They indicated positive attitudes and feelings about school in general and about the Learn and Earn program activity.

When we consider that only approximately 50 percent of the migrant children in Florida attend Junior High School, these 50 percent in attendance by choice probably express more positive feelings toward school than those would who were not in attendance. The expressed feelings in this study toward school were above the average of those who were attending school.

Employers of 39 students who were currently employing Learn and Earn follow-up students completed an employer's evaluation form on each of their student employees. The employer ratings are given in Table 6.

EMPLOYER EVALUATIONS OF ATTITUDES AND PERFORMANCES OF 35 LEARN AND EARN FOLLOW-UP STUDENTS

Factor	Rating			
Accuracy of work: Poor	(1.0)	3.2	(5.0)	Good.
Accident record: Many	(1.0)	[1]4.8	(5.0)	Never.
Appearance, cleanliness: Slovenly	(1.0)	4.0	(5.0)	Neat.
Attendance: Often absent	(1.0)	4.3	(5.0)	Never absent.
Attitudes toward coworkers: Uncooperative	(1.0)	4.2	(5.0)	Cooperative.
Attitude toward public: Not respected	(1.0)	4.1	(5.0)	Respectful.
Handling of tools and equipment: Rough	(1.0)	3.4	(5.0)	Very careful.
Initiative: None	(1.0)	3.4	(5.0)	Exceptional.
Observance of safety rules: Poor	(1.0)	3.7	(5.0)	Excellent.
Proper care of working space. Untidy	(1.0)	3.6	(5.0)	Orderly.
Responsibility: Evasive	(1.0)	3.2	(5.0)	Handles well.
Speed of work: Very slow	(1.0)	3.4	(5.0)	Very fast.
Use of materials: Very careless	(1.0)	3.4	(5.0)	Very careful.
Use of working time: Very wasteful	(1.0)	3.4	(5.0)	Very busy.
Attitude toward working: Poor	(1.0)	3.6	(5.0)	Exceptional.
Attitude toward supervisor: Poor	(1.0)	4.0	(5.0)	Exceptional.
Ability to compare to others of same age: Poor	(1.0)	3.4	(5.0)	Exceptional.
Ability to group new skill: Very slow	(1.0)	3.2	(5.0)	Very fast.
Quality of work done: Unsatisfactory	(1.0)	3.6	(5.0)	Exceptional.
Follow directions: Never	(1.0)	4.3	(5.0)	Always.

[1] A rating of at least 3.5 needed to be significantly different from 3.0, $P<0.05$.

Forty percent of the 496 students interviewed enrolled in advanced occupational training and of this number 198 (about one-third) indicated they did so because of having been in Learn and Earn.

The Learn and Earn students showed a positive growth in the cognitive levels of reading comprehension and arithmetic computation over the past 12 months, however neither gain turned out to be statistically significant.

Teacher evaluations of students who have been in the Learn and Earn Program were collected on 13 scales measuring extent of performance and awareness of various school characteristics. These scaled ratings were collected from 55 teachers and the means for each of the 13 items appear in Table 7.

TABLE 7.—Mean teacher ratings on 13 scales measuring student performance and awareness of school characteristics of learn and earn follow up students

To what extent did the Learn and Earn Program prevent migrant students, who may have dropped out of school, from doing so?

1. None (1.0)/3.4 (5.0) great extent.

To what extent would the majority of students enrolled in Learn and Earn last year benefit in a positive manner if allowed to reenroll in Learn and Earn?

2. None (1.0)/4.0 (5.0) great extent.

To what extent did students enrolled in Learn and Earn last year become more actively involved in school activities than they did before they took Learn and Earn?

3. None (1.0)/2.8 (5.0) great extent.

To what extent did students enrolled in Learn and Earn last year react more favorably to the general purpose of the school than did those migrant students who were not in Learn and Earn?

4. None (1.0)/3.5 (5.0) great extent.

To what extent can last year's Learn and Earn students relate what they learned in the regular school program to their daily lives, compared to those migrant students who were not in Learn and Earn?

5. None (1.0)/3.2 (5.0) great extent.

To what extent has the Learn and Earn Program given its students an improved self-concept toward their school work and their lives in general?

6. None (1.0)/3.8 (5.0) great extent.

To what extent are students who took Learn and Earn last year better equipped to cope with the world of work than those migrant students who did not take Learn and Earn?

7. None (1.0)/3.6 (5.0) great extent.

To what extent have students who took Learn and Earn last year made a noticeable improvement in the areas of:

8. None (1.0)/1.6[1] Spelling (5.0) great extent.
9. None (1.0)/1.8[1] English (5.0) great extent.
10. None (1.0)/1.7[1] Math (5.0) great extent.
11. None (1.0)/1.9[1] Reading (5.0) great extent.

To what extent have the students who were enrolled in Learn and Earn last year become aware of their potential ability in further school work?

12. None (1.0)/2.8 (5.0) great extent.

To what extent have these students been motivated in their school work because of the Learn and Earn Program they were in last year?

13. None (1.0)/3.0 (5.0) great extent.

A measure of self-report, self-concept was collected from each of the students interviewed in the follow-up study. The Stanley Coopersmith Self-Esteem Inventory, short form was used again this year as it afforded a comparison with the scores collected in Spring, 1971. As seen in Table 8, the increase (1.03) in self-report, self-concept was not significantly greater than zero.

TABLE 8.—TOTAL SCORE MEANS ON THE STANLEY COOPERSMITH SELF-ESTEEM INVENTORY SHORT FORM IN SPRING, 1971, AND SPRING, 1972, FOR 398 LEARN-AND-EARN FOLLOW UPSTUDENTS

	Total mean score	Mean difference
Spring, 1971	62.26	1.03
Spring, 1972	63.29	

In considering student employment, a significant aspect was the student's handling of money earned through participation in the Learn and Earn program activity. The data in Table 9 illustrate an analysis of the disposition of earnings by those who were employed.

TABLE 9.—DISPOSITION OF EARNINGS OF 345 EMPLOYED LEARN-AND-EARN STUDENTS

Use	Number of students	Percent
Savings	69	20.0
Clothing	126	36.5
Recreation	5	1.4
Gifts	7	2.1
Personal possessions	16	4.6
Family support	87	25.2
Other	7	2.1
No response	28	8.1
Total	345	100.0

Each student interviewed was asked in an open-ended question to present changes he would recommend in the Learn and Earn program activity. The data in Table 10 presents a summary of the student responses.

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[1] $P < .05$, differ significantly from a value of 3.0.

TABLE 10.—RECOMMENDED CHANGES BY LEARN AND EARN PARTICIPANTS

Responses	Number of students	Percent
No changes	278	56.0
Need for better teachers	22	4.4
Find more and better jobs for participants	8	1.6
Provide transportation	1	.2
Better pay	31	6.3
More opportunity to work	11	2.2
Better flexibility in programs	8	1.4
Allow reenrollment	7	1.6
Make programs available to higher grade levels	2	.4
Need some curricular changes	36	7.3
More flexible arrangement of physical setting	20	4.0
More flexible scheduling	6	1.2
Increase difficulty of Learn and Earn offerings	2	.4
More field trip experiences	4	.8
More flexible class rules	4	.8
Longer hours and better pay	7	1.4
Greater selection of jobs	5	1.0
Extend work opportunity through summer	1	.2
Make available to more students	7	1.4
No response	36	7.4
Total	496	100.0

These recommendations became part of the needs assessment from which program activity plans were drawn for the next fiscal year.

Through extensive contacts with community agencies and businesses, the instructors were able to place many students in a variety of extended training situations. In addition to placements on campus in positions such as media assistants, health room assistants, etc., many of the students were placed in local markets as cashiers, stock clerks and baggers, in clinics and day care centers as aides, and at service stations as attendants. The cooperation of the local businesses and agencies was an important factor in providing practical work experiences for the students enrolled in the Learn and Earn program activity.

Summary of Subjective Assessments

School personnel involved in the program activity indicated that students were taught on the basis of individual mastery of the various skills required in meeting performance standards in each occupational area. Therefore, when a youngster evidenced a learning problem either on a written examination or in an actual performance examination, he re-studied that skill until he had achieved 100 percent mastery. Improvement was also noted in study habits, school attendance, and self-concept.

Teachers agreed that a side effect of the program activity could be noted in improvement in reading. Out of one group of 30 students pre- and post-tested with the Botel Reading Inventory, 41 percent showed from one-half to two and one-half grade level gain. Out of 14 students given the Individual Reading Inventory, seven showed a two year level gain in reading and four showed a one year gain. Three remained the same.

LANGUAGE ARTS

Two of the major goals of migrant education are: (1) to provide specially designed programs in the academic disciplines (Language Arts, Math, Social Studies, and other academic endeavors) that will increase the migrant child's capabilities to function at a level concomitant with his potential; (2) to provide the opportunity for each migrant child to improve communications skills necessary for varying situations.

Recognizing the migrant child's greatest academic difficulty is in the area of language development, the major program emphasis in Florida has been in a criterion assessment of reading skills. The Florida language development activity was implemented to include an individualized reading skills assessment and compensatory instructional material served 16,069 migrant students in 175 schools located in 22 counties during the 1971–72 fiscal year. The program activity staff included seven language arts supervisors and a special feature was the employment of 450 teacher assistants to accommodate the individual language arts needs of the students participating in the program activity.

One of the greatest needs of the migrant child is the continuity of instruction on an individualized basis. Since the ability to read is generally recognized as one of the most important factors in school success, a reading system designed to meet his individual needs is mandatory. The reading system must be one in which diagnosis, prescription, and evaluation are intrinsic components; one in which the various reading skills are stated in behavioral terms; one that demands mastery of skills; one that is implemented in the various states in which the child enrolls in school.

The Language Development program activity attempted to meet these criteria through the combination of an assessment system for diagnosing reading weaknesses and capabilities with a learning management system designed to help the individual pupil acquire reading and communication skills competence.

It consisted of approximately 450 identified skills necessary for reading and language competence, performance objectives for each of these skills, and diagnostic assessments designed to determine the individual pupil's mastery in each skill, as well as to pinpoint any weakness.

The system does not do the teaching. It helps to identify critical skills and define specific areas in which the teacher concentrates her teaching. It helps her discriminate between the merely adequate and the most effective curriculum materials at her disposal.

For the migrant child, the greatest advantages come from the removal of the failure element which has, in the past, relegated the migrant child to the lowest depth of the bell shaped curve and in the provision of individualized instruction.

Unfortunately, it is the same individualization which is such a boone to the migrant child that provides a handicap when it comes to the collection of data to establish the value of the system and when it comes to attempts to correlate progress made under the system with such signposts of progress as grade gains in reading.

While selection of participants and implementation of activities did not follow the basic criteria for inferential research, the following statements represent an effort to report the success factor of the Language Development program activity.

Case No. I. Statements:

A total of 2,352 migrant students assessed in all (448) skills at all (five) levels demonstrated a mastery of 40 percent of them at the beginning of the program activity and at the conclusion (approximately 15 weeks) they demonstrated a mastery of 58 percent. Summary data is supplied in Table 23.

2. In Level I, which covers Sensorimotor Skills (visual, auditory, motor, and prerequisites to language learning); 13 percent showed need for skills mastery and 9.7 percent of skills mastery need was met. The total percentage gain (skills mastered after instruction) amounted to 72% in Level I. Summary data is supplied in Table 24.

3. In Level II, which covers Phonology Skills (the sound system of language); 32 percent showed need for skills mastery and 23 percent of skills mastery need was met. The total percentage gain (skills mastered after instruction) amounted to 73% in Level II. Summary data is supplied in Table 25.

4. In Level III, which covers Structural Analysis Skills (the system of word changes); 44.7 percent showed need for skills mastery and 20.1 percent of skills mastery need was met. The total percentage gain (skills mastered after instruction) amounted to 45% in Level III. Summary data is supplied in Table 26.

5. In Level IV, which covers Verbal Information Skills (the concept and vocabulary of language); 51 percent showed need for skills mastery and 25.9 percent of skills mastery need was met. The total percentage gain (skills mastered after instruction) amounted to 51% in Level IV. Summary data is supplied in Table 27.

6. In Level V, which covers Syntax Skills (the grammatical structure of language); 37.5 percent showed need for skills mastery and 10.6 percent of skills mastery need was met. The total percentage gain (skills mastered after instruction) amounted to 18% in Level V. Summary data is supplied in Table 28.

From the first figure in the above statements—the percentage of migrant population showing skill need after assessment can be determined (a consideration for assessing overall program value on a large scale).

For the second figure, effectiveness of mastery gain is shown, which can be used, further analyze the reasons for smaller or larger gain at different levels and therefore serve as a basis for program improvement.

From the third figure, the ascending difficulty inherent in the hierarchy of skill arrangement can be readily seen.

TABLE 23.—CRITERION ASSESSMENT PROGRAM EVALUATION (COMPREHENSIVE)

Description of data	Level 1, sensori-motor (kinder-garten)	Level 2 listening/speaking (grade 1)	Level 3, reading (grade 2–3)	Level 4, reading (grade 4–6)	Level 5, reading/writing (junior high)	Extension
Total number of assessments administered	50,723	21,552	25,642	8,737	950	107,604
Total number of "P's" received on diagnostic outcome assessments	44,239	14,595	14,179	4,278	608	77,899
Total number of "N's" received on diagnostic outcome assessments	6,484	6,947	11,463	4,459	342	29,705
Total number of skills mastered (M) after instruction (learning evaluation —M)	4,700	5,071	5,134	2,264	63	17,232
Total number of skills not yet mastered	1,784	1,886	6,329	2,195	279	12,473

Note: Percent of gain: Skills mastered (M) after instruction (17,232–29,705), 58 percent; average number of students assessed in all skills at all levels. 2,352; Length of time program was implemented, approximately 15 weeks.

TABLE 24.—*Criterion assessment program evaluation, level I,* (*72 skills*)

Total number of assessments administered	50,723
Total number of "P's" received on diagnostic outcome assessment	44,239
Total number of "N's" received on diagnostic outcome assessment	6,484
Total number of skills mastered (M) after instruction (learning evaluation–N)	4,700
Total number of skills not yet mastered (N*)	1,784
Percentage of gain: Skills mastered (M) after instruction (4,700÷6,484)	72

TABLE 25.—*Criterion assessment program evaluation, level II* (*24 skills*)

Total number of assessments administered	21,552
Total number of "P's" received on diagnostic outcome assessment	14,595
Total number "N's" received on diagnostic outcome assessment	6,957
Total number of skills mastered (M) after instruction (learning evaluation–N/)	5,071
Total number of skills not yet mastered (N*)	1,886
Percentage of gain: Skills mastered (M) after instruction (5,071÷6,957)	73

TABLE 26.—*Criterion assessment program evaluation, level III* (*49 skills*)

Total number of assessments administered	25,642
Total number of "P's" received on diagnostic outcome assessment	14,179
Total number of "N's" received on diagnostic outcome assessment	11,463
Total number of skills mastered (M) after instruction (learning evaluation–N/)	5,134
Total number of skills not yet mastered (N*)	6,329
Percent of gain: skills mastered (M) after instruction (5,134÷11,463)	45

TABLE 27.—*Criterion assessment program evaluation level IV* (*42 skills*)

Total number of assessments administered	8,737
Total number of "P's" received on diagnostic outcome assessment	4,278
Total number of "N's" received on diagnostic outcome assessment	4,459
Total number of skills mastered (M) after instruction (learning evaluation —N/)	2,264
Total number of skills not yet mastered (N*)	2,195
Percent of gain: Skills mastered (M) after instruction (2,264÷4,459)	51

TABLE 28.—*Criterion assessment program evaluation, level V (51 skills)*

Total number of assessments administered	950
Total number of "P's" received on diagnostic outcome assessment	608
Total number of "N's" received on diagnostic outcome assessment	342
Total number of skills mastered (M) after instruction (Learning Evaluation —N/)	63
Total number of skills not yet mastered (N*)	279
Percentage of gain: Skills mastered (M) after instruction (63÷342)	18

KANSAS STATE DEPARTMENT OF EDUCATION, TOPEKA, KANS.

As a representative of a small receiver state, it is felt that continued funding for this fiscal year at the minimum of last years level must be restored to all states because the cuts made without sufficient warning are going to cause a great deal of direct and indirect hardship to the Migrant children; the principal object of our National and Interstate concern.

It is our concern to attempt to adequately inform you about our program and its need for continuation as a state operated program and funded under a separate category. Full funding must continue as in the past in order to assure that quality programs will be available for Migrant children as long as their parents continue to migrate in search of improved economic opportunity. Catagorical aid must be continued in this manner even though it may still be under the umbrella of Title I because delegation of responsibility of setting up these programs to Local School Districts might not be continued with the same amount of concern as the coordinated efforts developed by State Migrant Directors toward improvement of programs and correlation of curriculum in order to provide a continueum for the Migrant child in his movement from school to school, district to district and state to state.

This for state operation has been very real to us in Kansas because in one case in western Kansas, a school district had been accused of misusing the Migrant Education funds; they were later exonerated after Federal investigation but the defensiveness and spirit of retaliation toward Migrants in general engendered by the allegations moved the community to press the School Board to relinquish the program even though the local school board were willing to consider continuation of the undertaking.

The program was replaced after an area non-profit organization was willing to undertake the project. This organization was the Kansas Council of Agriculture Workers and Low Income Families, Inc. It was established in a closed down parochial school that was obtained even after lengthy discussion and convincing with the local priest and his parish council. They too, were under community pressure but the amount of rental payment on the use along with a few moralistic quotations from the Bible helped to convince them that it was the right thing to do. Successful and productive results of last year's summer program also helped prove to them that they had made the right decision in allowing the Kansas Council the use of their facility.

In Kansas we conduct programs during peak periods of Migrant influx into our state which is usually from the first of June to mid-July. Our programs are from six to eight weeks. This year, due to the cutback, we are being forced to limit all our programs to six weeks even though the children will still be in the area and in need of some type of educational activity that will hopefully help them in bringing the educational gaps that exist due to their migrancy. Some facts to consider about the Migrant children in Kansas and throughout the nation are the following:

1. Migrant children have no local school district that they can call their own . . . the Nation is their school district. They are not very long at ony one given place and consequently their parents are not anyone's permanent or stable, political, social, economic or educational constituancy. They could very easily be lost because they constitute only about one million of the 299 million population of the United States. Numerically speaking, they are not a great number but they do have grave and dramatic educational needs.

2. Migrant Children are usually found in rural areas of our states, since their parents are and must be employed in agriculturally connected work in order to qualify. Title I funds are used with priorities in mind, and unique needs such as Bilingual Education in Kansas, since about 95 percent of our participants are

Mexican American or Spanish speaking would not be addressed to. A lack of bilingual teachers or teachers aides could and would hinder the educational growth of the Spanish speaking child. The educational assets and abilities that he can express in his home language would not be capitalized on by a monolingual English speaking person.

3. Migrant Children are usually members of a family group and consequently would never end up on the aid to dependent children rolls, except in time of dire need. The ADC is often used as one method of identifying the Title I child, so many times he ends up not being counted, but still in need of the services. Title I would again be hard pressed to provide services for the Migrant child because he may not have generated any funds at the time the count may have been made.

4. Migrant Children are and can very often be innocent victims, along with the farmer, of one of the most whimsical and unpredictable traits of nature—the weather. If the weather is unfavorable for work by his parents, they may choose to move on, thereby further interrupting and unwillingly hindering the child's educational progress growth.

Despite the belief that Migrant parents are not very concerned about the education of their children, in one instance in Kansas, two separate families chose to stay in the area of Piper, Kansas, the two additional weeks of the 8 weeks summer school, just so that their children could take advantage of the educational program available to them last summer.

Someone must be their advocates and someone must understand their plight. We have called upon each other, as State Directors, to call upon you to consider Migrant Children needs and to support our National and Interstate efforts toward the betterment of the Migrant Children's future. We must continue to fully support and fund the educational programs for the children of "The Hands That Feed U.S." They are the Nation's Children—they are the Nation's Responsibility.

STATEMENT OF JESSE M. SORIANO, SUPERVISOR, MICHIGAN MIGRANT EDUCATION PROGRAM, MICHIGAN DEPARTMENT OF EDUCATION

Michigan agriculture is big business. This is attested to by the fact that Michigan is one of the largest users of migrant farm labor in the nation. It is often referred to as the largest receiving state. In order that the richness of Michigan's land be realized, forty to fifty thousand farm laborers come into the State, arriving as early as March and remaining until December.

Coming predominantly from the Rio Grande Valley in Texas, they bring with them their Spanish-speaking children. They are children who until now have been destined to fail in our schools. They are children who are often seen as outsiders by our local communities. Many local communities feel little or no responsibility for them.

In spite of their Texas residency, they are children who can hardly call any one place their home. They, more than any other group, can rightfully be called the children of a nation. They are the children of Michigan, of Ohio, of Texas, of Florida, of Montana. They are children of every state in which their parents must toil.

Our Congress recognized this in 1966 by amending Title I of the Elementary and Secondary Education Act. The educational responsibility of migrant children could not be left solely to the states or the local schools. It was and remains a national, an interstate responsibility.

Specifics regarding the educational needs of migrant children—their linguistic differences, their cultural differences, their lack of educational continuity—have been documented countless numbers of times. Michigan, with the use of Title I ESEA Migrant funds, has tried to meet these needs. Upwards of seven thousand migrant children were enrolled in this past summer's migrant education programs; more than three thousand were enrolled in the fall and spring of the regular school year (Exhibit A).

In an attempt to remedy the lack of continuity, Michigan migrant education programs have provided a uniform language arts program. Curriculum materials, designed specifically for migrant children, have been developed and are in use in all of the State's migrant education programs. These materials have also been disseminated nationally. An additional element providing continuity for Michigan migrant education programs is the requirement that all education programs operate in accordance with Michigan's *Common Goals of Education* and its six-step *Educational Accountability Model* (Exhibits B and C). Recognizing the need for supportive services, programs have attempted to provide a sound nutritional program and an adequate health care program.

While it is difficult to evaluate the educational success of such short-term programs, where children come and go without giving notice, the data submitted by several programs has indicated that migrant children in Michigan's summer programs are making substantial progress in improving their reading abilities and their language facility. One area, for example, showed an average gain of 10.4 months over a twenty-day period using the Peabody Picture Vocabulary Test; two-thirds of their students showed a minimum of two years' gain on the reading section of the Wide Range Achievement Test. Specifically-developed tests from the Michigan Migrant Education Center and a science-oral language project at Michigan State University also showed gains in language arts achievement.

Doubly difficult to evaluate in the program is that which takes place in those areas commonly referred to as the affective domain. However, based on observation reports by teachers, on interviews with migrant parents, and on such measures as the Vineland Social Maturity Scale, we can assume that migrant children are changing their attitudes about school, about themselves, and about their chances for success.

The effects of migrant education in Michigan, however, do not stop with the effects on children themselves. In Michigan it is migrant education which has provided the impetus in getting the State and many local schools to recognize the needs of the Spanish-speaking population. It is migrant education which has provided the means for developing curriculum materials and teacher training programs necessary in dealing with migrant children, specifically bilingual migrant children. It is the migrant education program which, more than any other, has offered migrant parents their first opportunity for becoming meaningfully involved with schools. It is migrant education programs which, in any communities, have become the catalyst for creating a greater spirit of cooperation and understanding between migrant and local residents. A demonstration of the concern being generated is the creation of the Governor's State Interagency Committee on Migrant Problems; education is a major focus for that committee.

In Michigan, as in the rest of the nation however, there still remains much to be done. Education programs for migrants must be made more comprehensive; they must be extended to include infant day care as well as adult and career education. The present Title I ESEA Migrant legislation does not make allowances for that. Of great importance in Michigan as in all of the Midwest—migrant education presently does not adequately provide for the increasing number of migrants who are remaining as residents. Every year Michigan schools are faced with increasing enrollments of migrant children whose parents have chosen to remain, and every year schools find themselves unprepared to meet the needs of those children. The recently settled migrant also has unique needs and must be provided with those educational opportunities for developing skills necessary to achieve a standard of living commensurate with the rest of the nation.

It is safe to assume that whatever progress has been made in migrant education would not have occurred, nor will it continue, without benefit of federal funds. State legislatures and local schools, given their own priorities and concerns, may not respond to the needs of migrants. Neither should we expect other federally-funded education programs to respond. Regulated as they are by their respective criteria or guidelines, they cannot, and have not, adequately served migrant children.

In summary, the following statements should be viewed not only as a summary conclusion about Migrant Education in Michigan, but also about Migrant Education nationally.

1. There is some imperical evidence already identified which indicates that migrant children, provided the types of programs that are supported by Federal funds, will achieve effective gains in the cognitive, affective and psychomotor domains of learning; however, as indicated on page 16 of the program activities report of January 16, 1973 shown as exhibit A, the final phase of a study to determine migrant pupil achievement more accurately, needs to be effectuated.

2. Continued categorical funding is needed and legislation more comprehensive then that which presently exists must be enacted. Furthermore, the inter-state nature of the migrant population as well as the need for national program continuity would seem to indicate the State Departments of Education are the appropriate agencies to administer and implement migrant education programs.

EXHIBIT A

MICHIGAN DEPARTMENT OF EDUCATION—MEMORANDUM

JANUARY 16, 1973.

To: Members of the State Board of Education
From: John W. Porter, Chairman
Subject: Program Activities Report of the Michigan Migrant Education Program.

Attached is the 1972–73 Program Activities Report of the Michigan Migrant Education Program administered by the Compensatory Education Services.

Recommendation

I recommend that the State Board of Education receive this program activities report.

THE MIGRANT EDUCATION PROGRAM OF THE MICHIGAN DEPARTMENT OF EDUCATION

INTRODUCTION

In Michigan upwards of 10,000 children receive educational and special elementary services under Title I Migrant Education Programs. This report describes the Migrant Education Program under the Michigan Department of Education, in terms of the Department's six step accountability thrust.

GOALS OF THE PROGRAM

The primary goal of the Migrant Education Program is to establish and implement educational programs which will identify and meet the unique educational needs of Migrant children coming into Michigan. Related to this goal is the need for this Department to provide staff training programs for all personnel engaged in Migrant Education as well as for providing all the ancillary services needed by Migrant children.

PERFORMANCE OBJECTIVES—1972–73

1. The Migrant Education staff will review all of the proposals submitted by local school districts requesting to receive Migrant funds. There will be approximately 60 summer program proposals as well as 15 school year proposals.
2. The Migrant Education staff will provide to all districts submitting a proposal, the necessary technical assistance to make their proposals meet Federal Title I regulations and guidelines, as well as State Guidelines provided by the Migrant Unit office.
3. The Migrant Education staff will monitor the activities of all local Migrant Education programs funded. This will be done through onsite visits. All summer programs shall be visited a minimum of three days to insure that they are providing effective quality programs for Migrant children.
4. The Migrant Education staff will initiate and maintain constant communication with other agencies serving Migrants and Migrant children. All efforts will be made to cooperate with other agencies in an effort to improve the total program and to avoid duplication of services.
5. The Migrant Education staff in cooperation with local Migrant Program personnel will provide staff training pre-service and in-service necessary to insure the accomplishment of program objectives. This will be done primarily through the development of five regional three-day pre-service workshops. Approximately 400–500 teachers, 800–1,000 para-professionals and 200–300 non-instructional personnel will participate.
6. The Migrant Education staff will conduct three one-day conferences for all local project directors to instruct them in the use and development of performance objectives.
7. The Migrant Education staff in cooperation with the Michigan Department of Education Research Assessment and Evaluation staff will develop a State Evaluation Plan for evaluating State Migrant Education program effectiveness.
8. The Migrant Education staff will continue the development of curriculum materials in cooperation with the Migrant Education Center at Central Michigan University.
9. The Migrant Education staff will develop and submit the State Migrant Program Application to the State Board of Education by June 30, 1973.

10. The Migrant Education staff will take all the necessary steps to disseminate information regarding the State Migrant Education Program. As part of this effort, an informative brochure will be developed by the Migrant Education staff. It will be completed by April 1, 1973.

NEEDS ASSESSMENT

The needs assessment is based upon past years data and projections made cooperatively with local Migrant Education Program directors and other representatives of agencies which serve Migrants. It is estimated that approximately 10,000 children will be enrolled in the sixty summer Migrant Program Schools. In addition, 3,000 to 4,000 will be served in approximately 15 or more regular school year Migrant Program Schools. Approximately 2,000 of the children to be served will be pre-kindergarten, 3,000 will be kindergarten, 8,000 will be elementary with 1,000 secondary. It is estimated that aproximately 20,000 Migrant children and youth fall into the 2½ year old to 17 year old age groups. This is the age group covered by Title 1 Migrant legislation.

The unmet needs as determined by the State Migrant Office result from several basic conditions. They are:

1. All Migrant Program funds come from the U.S. Office of Education.
2. The funds are strictly categorical.
3. Local Educational Agencies need not provide programs for Migrant children, nor allow the use of their buildings and buses.
4. The inherent impredictability of the Migrant population with regard to size and movement.

There remains a:

1. Need for a wider range of programs for Migrant children. Infant Care through Adult Basic Education. Especially pre-vocational as well as vocational training.
2. Need for more programs for the settled Migrant child.
3. Need for Family Unit Education Programs.
4. Need for more intensive and comprehensive training programs for all personnel engaged in Migrant Programs.
5. Need for more staff who are representative of the ethnic or racial make-up of the Migrant population.
6. Need for more teachers trained in Early-Childhood Education.
7. Need for more teachers trained to teach non-English speaking children.
8. Need for curriculum materials in all areas which are developed specifically to meet the needs of short range, Migrant Education Programs.
9. Need for curriculum materials in all areas which are specifically related to the Spanish-speaking Migrant child.
10. Need for curriculum materials in Family Unit Education.
11. Need for Adult Education curriculum materials for older Migrant children—vocational or pre-vocational.
12. Need for testing and diagnostic instruments appropriate for Migrant students in general.
13. Need for a more comprehensive assessment of the Statewide Migrant Program.

Analysis of the delivery system

Administration:	
Salaries	$70,057
Contracted services	60,000
Other	120,000
Total administration	250,057
Operations:	
Salaries	1,840,124
Other	54,876
Total operations	1,895,000
Supporting services:	
Salaries	358,500
Other	908,224
Total supporting services	1,266,724

Analysis of th delivery system—Continued

Staff development:	
Contract services	$12,000
Other	40,151
Total staff development	52,151
Total other	28,397
Grand total	3,492,229

TIME TABLE

July 1972.—Submit 1973 Migrant applications to Michigan State Board of Education.

August 1972.—Conclude all summer 1971–72 Migrant programs. Begin processing local program applications for fall and regular school year Migrant programs.

September 1972.—Continue processing of applications and begin monitoring of local programs.

October-November 1972.—Conclude final evaluation and review of program end reports for 1971–72.

December 1972.—Attend U.S.O.E. Annual conference for State Migrant Education Director.

January 1973.—Begin planning for In-service regional conferences. Meet with Governor's Migrant Task Force subcommittee on Migrant Education. Meet with Evaluation staff to plan for summer evaluation.

February 1973.—Begin work on developing brochure for Migrant Education. Continue monitoring process. Regional one day regional meetings with local program directors to plan for June pre-service workshops. Continue monitoring process.

March 1973.—Annual administrative two day workshop. Continue monitoring process.

April 1973.—Summer applications. Begin reviewing and processing of Summer Migrant Program applications. Informative brochure completed and disseminated.

May 1973.—Continue processing of summer applications. Begin closing out of regular year Migrant Programs.

June 1973.—Conduct regional workshops for all local Migrant Program staff,. Begin summer programs and intensive monitoring. Submit State Migrant Application to Michigan State Board of Education.

July 1973.—Continue summer monitoring. The State Title I Migrant Education Program Application will be submitted to the State Superintendent and the State Board of Education early enough so that approval by the U.S. Office of Education can occur before the start of the school year in September.

August 1973.—Close out all 1972–73 Migrant Programs.

PROPOSED MIGRANT EDUCATION PROGRAM SITES

FALL-WINTER-SPRING-1972–73

School district and building	County	ADA	Beginning and ending date	Amount requested
Berrien springs public: Berrien Springs, Mich., Eau Claire, Mich.	Berrien	290	September 1972–June 1973.	$99,026
Croswell public schools: Crosswell, Mich	Sanilac	96	do	43,896
Fennville public schools. Fennville, Mich	Allegan	353	do	164,103
Genessee Intermediate School District: Flint, Mich	Genessee	85	January–June 1973	35,000
Grant public schools: Grant, Mich	Newaygo	98	September 1972–June 1973.	8,421
Hamilton public schools: Hamilton	Allegan	77	do	14,800
Holland public schools: Holland, Mich	Ottawa	115	do	50,417
Kenowa Hill public schools: Grand Rapids, Mich	Kent	56	September–December 1972.	1,084
Kent public schools: Kent City, Mich	do	80	do	23,877
Lansing public schools: Lansing, Mich	Ingham	445	September 1972–June 1973.	198,899

PROPOSED MIGRANT EDUCATION PROGRAM SITES—Continued

FALL-WINTER-SPRING-1972-73—Continued

School district and building	County	ADA	Beginning and ending date	Amount requested
Montcalm Intermediate School District:				
Breckenridge public schools	Montcalm	350	September 1972–June 1973	$122,927
St. Louis public schools				
Alma public schools				
Ithaca public schools				
Central Montcolm public schools				
Montabella community schools				
Lakeview community schools				
Tri-County area schools				
Greenville public schools				
Carson City schools				
Ionia City schools				
Belding public schools				
Lakewood public schools				
Montague public schools: Montague, Mich	Muskegon	45	September 1972–June 1973.	101,909
Saginaw public schools: Saginaw, Mich	Saginaw	180	do	81,721
Traverse Bay Intermediate School District:				
Onekma public schools	Grand Traverse	235	do	32,696
Elk Rapids public				
Thompsonville public schools				
Beulah public schools				
Traverse City public schools				
Van Buren Intermediate School District:				
Lawton public schools	Van Buren	600	September 1972–June 1973.	222,300
Hartford public schools				
Lawrence public schools				
Dowagiac public schools				
West Ottawa public schools:				
Hudsonville public schools	Ottawa	60	September 1972–June 1973.	9,922
Grand Haven public schools				
Zeeland public schools				

NOTES

Total average daily attendance is not the same as total enrollment. Total enrollment will be much greater, 3,165; estimated total enrollment, 4,000 to 5,000.

Total amount requested (this amount is subject to change based on review by migrant unit staff and negotiations with local districts), 1,210,998.00.

PROPOSED MIGRANT EDUCATION PROGRAM SITES, MICHIGAN, SUMMER 1973

School district	School building	County	ADA	Beginning and ending date
Alpena Public Schoo,s, Alpena	Green School, Lachine	Alpena	50	June 21–August 20.
Bay City Public Schools, Bay City	John Adams School, Auburn	Bay	400	June 21–August 31.
	Hampton School, Bay City	do		
Berrien Springs Public, Berrien Springs.	Model Migrant Center, Berrien Springs.	Berrien	625	June 7–August 6.
	Eau Claire Lybrook, Eau Claire	do		
	Pearl School, Benton Harbor	do		
Blissfield Community, Blissfield	New Elementary School, Blissfield.	Lenawee	55	May 15–August 31.
Capac Community Schools, Capac	Capac Elementary, Capac	St. Clair	27	June 28–August 6.
Coloma Public Schools, Coloma	Coloma Elementary, Coloma	Berrien	175	June 14–August 6.
Croswell-Lexington, Croswell	Frostick School, Crosswell	Sanilac	80	June 21–August 13.
Dowagiac Union Schools, Dowagiac.	Sister Lakes Elementary, Dowagiac.	Cass	175	May 3–August 31.
Eaton Rapids Public, Eaton Rapids.	Union Street Elementary, Eaton Rapids.	Eaton	35	July 6–August 31
Fennville Public, Fennville	Anna Michen School, Fennville	Allegan	219	June 21–August 13.
Grant Public Schools, Grant	Grant Elementary, Grant	Newaygo	130	June 1–August 4.
Hart Public Schools, Hart	Federal Elementary, Holland	Ottawa	220	July 5–August 31.
Holland Public Schools, Holland	do	do	75	September 7–June 9.
Ida Public Schools, Ida	Ida Elementary, Ida	Monroe	65	June 14–August 31.
Lansing Public Schools, Lansing	High Street School, Lansing	Ingham	100	June 21–August 31.
Marlette Community Schools, Marlette.	Bea McDonald School, Marlette	Sanilac	156	July 5–August 20.
	Marlette High, Marlette	do		
Mason Consolidated Schools, Erie	Mason Central Elementary, Erie	Monroe	104	June 21–August 13.
Montague Public Schools, Montague.	Mouth School, Montague	Muskegon	90	June 1–August 31.

PROPOSED MIGRANT EDUCATION PROGRAM SITES, MICHIGAN, SUMMER 1973—Continued

School district	School building	County	ADA	Beginning and ending date
Reese Public Schools, Reese	St. Elizabeth School, Reese	Tuscola	75	July 5–August 20.
St. Charles Public, St. Charles	Mary Patterson School, St. Charles	Saginaw		July 1–August 20.
Saginaw Public, Saginaw	Jesse Rouse Elementary, Saginaw	do	115	June 28–August 6.
Stockbridge Public, Stockbridge	Smith Elementary, Stockbridge	Ingham	35	June 21–July 30.
Standish Public, Standish	Standish Elementary, Standish	Aranac		June 15–August 31.
Unionville-Sebewaing, Sebewaing	Unionville Elementary, Unionville	Tuscola	100	June 14–August 31.
West Ottawa Schools, Holland	Woodside Elementary, Holland	Ottawa	54	June 1–August 30.
VAN BUREN INTERMEDIATE SCHOOL DISTRICT[1]				
Bangor Public Schools, Bangor	Bangor Elementary, Bangor	Van Buren	600	June 15–August 31.
Lawrence Public Schools, Lawrence.	Lawrence Elementary, Lawrence	do		Do.
Wayland Union Schools, Wayland	Wayland Elementary, Wayland	Allegan		Do.
TRAVERSE BAY INTERMEDIATE SCHOOL DISTRICT[1]				
Traverse City Public, Traverse City.	East Bay Elementary, Traverse City.	Grand Traverse	2,825	Do.
	Old Mission Peninsula, Traverse City.	do		
	Eastern Elementary, Traverse City.	do		
Elk Rapids Public, Elk Rapids	Lakeland Elementary, Elk Rapids	Antrim		Do.
Frankfort Public, Frankfort	Frankfort Elementary, Frankfort	Benzie		Do.
Lake Leelanau Schools, Lake Leelanau.	St. Mary's Schools, Lake Leelanau	Leelanau		Do.
Manistee Public Schools, Manistee.	Kennedy Elementary, Manistee	Manistee		Do.
Northport Public Schools, Northport.	Northport Elementary, Northport	Leelanau		Do.
Scottville Public Schools, Scottville.	Riverton Elementary, Scottville	Mason		Do.
Suttons Bay Public, Suttons Bay	Suttons Bay Elementary, Suttons Bay.	Leelanau		Do.
Benzie County Central, Thompsonville.	Betzie Valley Elementary, Thompsonville.	Benzie		Do.
MONTCALM INTERMEDIATE SCHOOL DISTRICT[1]				
St. Johns Public, St. Johns	St. Johns Elementary, St. Johns	Ionia	350	July 3–August 18.
Alma Public Schools, Alma	Wright Avenue Elementary, Alma	Gratiot		Do.
Chippewa Hills Schools, Mecosta	Mecosta Elementary, Mecosta	Mecosta		Do.
	MONTCALM INTERMEDIATE SCHOOL DISTRICT[1]			
Lake Odessa School, Lake Odessa	West Elementary, Lake Odessa	Ionia		Do.
Central Montcalm Schools, Stanton.	Sheridan Elementary, Sheridan	Montcalm		Do.
Montabella Community, Edmore	Six Lakes Elementary, Edmore	do		Do.
Merrill Community, Merrill	Merrill Elementary, Merrill	Saginaw		Do.

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[1] Where local school districts do not wish to administer the migrant school program, administrative responsibility is undertaken by an intermediate school district office. In some cases, specific school locations are changed as a result of last-minute planning.

Note: Total ADA, 6,935; estimated total enrollment, 10,000.

EVALUATION

Based upon the data received from the Migrant Education Center evaluation of 1971 summer programs, and local program evaluation for the summer of 1972, substantive gains in English Oral language and reading have been achieved by Migrant children as a result of their participation in Migrant Education Programs. Additionally the State Migrant Evaluation of 1971 indicated that Migrant children's attitude toward schools improved as a result of their participation in the programs.

All local project proposals will continue to have written into them an evaluation design which will be consistent with the guidelines developed by the Migrant Education staff. Additionally, the Department's Research Assessment and Evaluation Service in close cooperation with Migrant Unit staff will develop and implement a program for more effective evaluation of student achievement. It is anticipated that the Migrant Education Program will be modeled more in accordance wih the Department of Education's Accountability Model.

The Michigan Migrant Program will be included in a National Migrant Education Program evaluation sponsored by the U.S.O.E. The initial phase of that evaluation will concentrate on the management function of State Departments' Migrant Program Office. The final phase to take place in 1974 will examine Migrant pupil achievement.

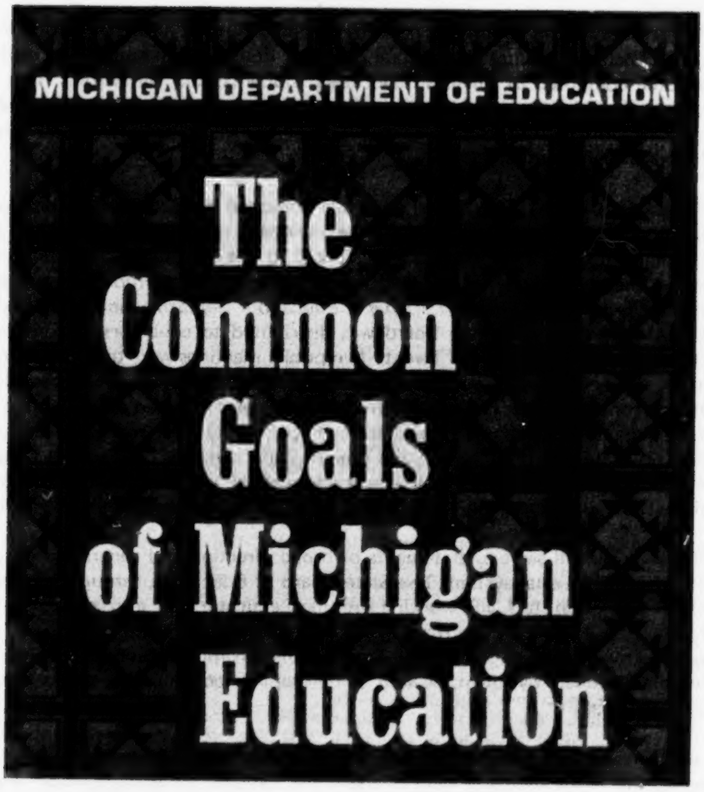
The Michigan Migrant Education Unit will initiate communication with the Texas Migrant Education Office in an effort to coordinate an interstate evaluation effort. This effort will be extended to include other states sharing the same Migrant student population.

RECOMMENDATIONS

Based upon the Needs Assessment as presented in this report, the following recommendations should be considered:

1. Other (than ESEA Title I) sources of funding be directed toward meeting the needs of Migrant children and youth. State funds as well as funds from other programs in the Department, such as Vocational Education, Vocational Rehabilitation and Adult Basic Education, should be made available for Migrant Education.
2. State funds should be appropriated to supplement the present Federal funds being used to operate school programs for settled Migrants.
3. The Migrant Education Office in conjunction with the Vocational Rehabilitation Office, the Vocational Education Office, the Early Childhood Consultant and the Adult Basic Education Office should develop a plan indicating how they propose to work cooperatively in meeting the educational needs of the Migrant child.
4. Community colleges and state universities develop and offer courses to train paraprofessionals and professionals to work with Migrant and non-English speaking students.
5. In addition to the materials development presently being undertaken by the Migrant Education Center, the Michigan Department of Education should contact with other state universities or agencies to develop curriculum materials for Migrant Education Programs as needed.
6. Curriculum Consultants in the General Education Services area of the Department of Education should cooperate with the Migrant Education unit in planning a more comprehensive curriculum for Migrant Education Programs.
7. In cooperation with the Migrant Education Unit, the Department's Research Assessment and Evaluation Office should develop or identify testing and diagnostic instruments appropriate for use with Migrant and non-English speaking children.
8. The Research, Assessment and Evaluation Office in cooperation with the Migrant Education unit should develop a statewide assessment program for Migrant Education Programs.
9. The Michigan Oral Language Test developed by the Migrant Education Office and Michigan State University, Science Teaching Center, should be used statewide in all Migrant Programs.

EXHIBIT B



MICHIGAN DEPARTMENT OF EDUCATION

The Common Goals of Michigan Education

Foreword

In early 1970, the continuing concern for the quality of public education in the State of Michigan prompted the State Board of Education to appoint an advisory task force composed of Michigan educators, students, and lay citizens. This task force was given the charge of identifying and delineating what are believed to be the common goals of an educational system capable of meeting the growing and changing needs of contemporary society.

In June, 1970 the Task Force on Goals presented its recommendations to the State Board of Education (a list of the members of the Task Force and brief biographical notes are included as Appendix B to this document). The State Board received these recommendations and made revisions and additions. A document entitled *The Common Goals of Michigan Education: Tentative* which included the goals as revised by the State Board was distributed to educators and interested citizens throughout the State. Twenty-five public meetings were then held in order to elicit the opinions and concerns of local educators and lay citizens regarding the tentative common goals (a list of the public meetings is included as Appendix C). A summary of these meetings is available for inspection at the Department of Education. The State Board reviewed these opinions and concerns, revised the tentative common goals accordingly, and has now adopted the revised goals as State Board policy. These common goals of Michigan education are presented in this document.

These goals will serve as statements of broad direction and general purpose for Michigan's educational system. The State Board of Education, through the Department of Education staff, and working with local educators, lay citizens, and outside consultants and experts in curriculum and measurement, will now develop performance objectives for these goals, which describe the specific educational activities and behaviors included by them, as well as developing techniques to assess progress toward the goals.

While it may be recognized that the schools as they presently function are meeting the needs of many individuals, it has become increasingly clear that an effort must be initiated which focuses on the needs of all citizens, on the demands of present-day society, and on the resources at hand. It is the earnest hope of the State Board that Michigan's educational system will become a system that is successful for all of those who participate in it, as well as successful for the society which supports it and is supported by it.

It is in this spirit that the goals on the following pages have been adopted by the State Board of Education and are presented to the people of Michigan.

John W. Porter
Superintendent of
Public Instruction

September, 1971

Introduction

A democratic society such as ours must have many worthy and appropriate goals for its schools if its people are to be well served. Goals are presented here which we believe are and must be common to all of Michigan's schools, including kindergarten through college and university study, and which make up the foundation of a system of quality education. It will be necessary for local school districts and various levels of schools to expand upon these common goals so that the requirements of unique and specific educational situations may be met effectively.

The common goals of Michigan education are grouped into three principal areas which should guide efforts to perfect Michigan's educational system. These areas are: (1) citizenship and morality—which sets out the criteria which schools must meet in developing mature and responsible citizens; (2) democracy and equal opportunity—which deals with conditions necessary for a successful process of school operation; and (3) student learning—which specifies desired outcomes for each person who is a product of our educational system. Within each of these broad areas specific goals are described which must direct the schools of Michigan in order to provide optimum opportunity for success for all students. In addition, Appendix A, Educational Improvement identifies four programs that are essential to continued upgrading of the system.

Because the common goals are described in general terms, each goal must be further defined by describing the performance objectives and by developing methods and techniques to assess the extent of successes of the State's educational system in responding to the educational needs of Michigan's citizens. It is the State Board's intention that the specification of the objectives and methods related to all of the common goals will draw upon the knowledge and experience of individuals and groups directly involved in the implementation of the objectives. It is, however, the clear responsibility of the particular level of the educational system to develop additional specific objectives to meet the unique needs of citizens and to determine detailed methods and techniques to implement the objectives.

In order to accomplish the intention of the State Board to insure broad participation in developing objectives and methods related to the common goals, the State Board has directed the Superintendent of Public Instruction to request the Council on Elementary and Secondary Education to participate in the formulation of guidelines for the development of objectives. Additionally, the State Board has directed the Superintendent to establish thirteen commissions, one for each level of elementary and secondary instruction, to assist in defining the objectives appropriate to each level. Members of the commissions will be drawn from all levels of educational instruction and governance and from the lay citizenry. In this process of defining objectives, the methods for realizing the objectives will also be suggested and considered.

This document is grounded in the belief that the success of an educational system must be measured by the degree to which the educational development of all students reflects the potentials of those students as individuals regardless of race, sex, religion, physical or mental condition, or socioeconomic or ethnic background.

The
Three
Goal Areas

I. Citizenship and Morality

*Michigan education must create an educational environment which fosters the development of mature and responsible citizens.** *Three goals have been identified in this area:*

Goal 1 – Morality
Michigan education must assure the development of youth as citizens who have self-respect, respect for others, and respect for the law.

Goal 2 – Citizenship and Social Responsibility
Michigan education must assure the development of mature and responsible citizens, with the full sense of social awareness and moral and ethical values needed in a heterogeneous society. It must encourage critical but constructive thinking and responsible involvement, with consideration for the rights of all, in the resolution of the problems of our society. It must create within the school system an atmosphere of social justice, responsibility, and equality which will enable students to carry a positive and constructive attitude about human differences and similarities into their working or community relationships in later life. The schools should provide various learning experiences involving students from different racial, religious, economic, and ethnic groups; accordingly, Michigan education should move toward integrated schools which provide an optimum environment for quality education.

Goal 3 – Rights and Responsibilities of Students
Michigan education must recognize and protect the individual and legal rights of students as people and as citizens, regardless of race, religion, or economic status. Together with these rights students must accept responsibilities and disciplines essential to our society. Implicit in this goal is the recognition of the corresponding rights of parents, teachers, and other participants in the educational process.

*The Constitution of the State of Michigan reads: Religion, morality, and knowledge being necessary to good government and the happiness of mankind, schools and the means of education shall forever be encouraged.

II. Democracy and Equal Opportunity

Michigan education must support and advance the principles of democracy by recognizing the worth of every individual and by respecting each person's right to equal educational opportunity. Six goals have been identified in this area:

Goal 1 – Equality of Educational Opportunity
Michigan education must ensure that its processes and activities are so structured as to provide equality of educational opportunity for all and to assure that there is no institutionalized oppression of any group, such as racism where it exists. It must also provide for an educational environment conducive to learning. The system must assure that all aspects of the school program—including such matters as educational goals, organization of schools, courses, instructional materials, activities, treatment of students, attitudes, and student and community representation—give full cognizance and proper weight to the contributions and participation of all groups within its structure. The school climate should accommodate the diverse values of our society and make constructive use of these values for the betterment of society.

Goal 2 – Education of the Non-English Speaking Person
Michigan education must recognize and respect the need for special academic and administrative measures in schools serving students whose native tongue is one other than English. These students should be encouraged and assisted to develop their skills in their native language while they are acquiring proficiency in English. For example, the methodologies of foreign language instruction might be used to enable these students to gain the required fluency. Where there is a substantial population of non-English speaking students, bilingual programs should be provided in order that the students may develop their bilingual skills and enhance their educational experience rather than be forced into the position of a disadvantaged student. Such programs should extend to the provision of instructional techniques which facilitate a student's educational development regardless of his out-of-school experience with non-standard English.

Goal 3 – Education of the Exceptional Person
Michigan education must recognize and provide for the special educational needs of exceptional persons. This recognition must extend to those who are academically talented and to those who are considered physically, mentally, or emotionally handicapped.

Regarding the handicapped, Michigan education must further assure that its procedures concerning the testing and evaluation of children tentatively identified as being mentally or emotionally handicapped do not unduly penalize minority or low socioeconomic status children by precipitous referral and placement into special classes.

Every effort must be made to achieve the maximum progress possible for exceptional individuals by facilitating their movement into and/or out of special classes.

Goal 4 – Allocation of Financial Resources

Michigan education must ensure that the availability and quality of publicly financed education be maintained at acceptable levels in all communities. The inability of local communities to muster sufficient resources to meet their needs must not be allowed to deprive individuals of quality education. Accordingly, the differential distribution of education funds by the State must be recognized as being justified by the differences in abilities of local school districts to meet the educational needs of all of their students. On the other hand, school districts should be able to raise additional monies in their efforts to provide for quality education.

Goal 5 – Parental Participation

Michigan education must develop effective means for involving parents in the educational development of their children and encouraging them to meet their responsibilities in this regard.

Goal 6 – Community Participation

Michigan education must develop effective means for utilizing community resources and making these resources available to the community.

III. Student Learning

Michigan education must help each individual acquire a positive attitude toward school and the learning process so that, as a result of his educational experience, he is able to achieve optimum personal growth, to progress in a worthwhile and rewarding manner in the career of his choice, and to render valuable service to society. Thirteen goals have been identified in this area.

Goal 1 – Basic Skills

Michigan education must assure the acquisition of basic communication, computation, and inquiry skills to the fullest extent possible for each student. These basic skills fall into four broad categories: (1) the ability to comprehend ideas through reading and listening; (2) the ability to communicate ideas through writing and speaking; (3) the ability to handle mathematical operations and concepts; and, (4) the ability to apply rational intellectual processes to the identification, consideration and solution of problems. Although the level of performance that can reasonably be expected in each of these areas will vary from person to person, the level of expectation of each individual must be accurately assessed. Continual evaluation of his aptitudes, abilities, and needs must be undertaken. Every effort must be made to afford each individual the opportunity for mastery which he needs to pursue his chosen goals, to the point of program entrance and beyond.

Goal 2 – Preparation for a Changing Society

Michigan education must encourage and prepare the individual to become responsive to the needs created and opportunities afforded by an ever-changing social, economic, and political environment both here and throughout the world. An appreciation of the possibilities for continuing self-development, especially in light of increasing educational and leisure-time opportunities, will encourage him to pursue his chosen goals to the limits of his capabilities under such changing conditions.

Goal 3 – Career Preparation
Michigan education must provide to each individual the opportunity to select and prepare for a career of his choice consistent to the optimum degree with his capabilities, aptitudes, and desires, and the needs of society. Toward this end, he should be afforded, on a progressive basis, the necessary evaluation of his progress and aptitudes, together with effective counseling regarding alternatives available, the steps necessary to realize each of these alternatives, and the possible consequences of his choice. In addition, each individual should be exposed, as early and as fully as possible, to the adult working world and to such adult values as will enable more thoughtful and meaningful decisions as to career choice and preparation.

Goal 4 – Creative, Constructive, and Critical Thinking
Michigan education must foster the development of the skills of creative, constructive and critical thinking to enable the individual to deal effectively with situations and problems which are new to his experience in ways which encourage him to think and act in an independent, self-fulfilling, and responsible manner.

Goal 5 – Sciences, Arts, and Humanities
Michigan education must provide on a continuing basis, to each individual, opportunity and encouragement to gain knowledge and experience in the area of the natural sciences, the social sciences, the humanities, and the creative and fine arts so that his personal values and approach to living may be enriched by these experiences.

Goal 6 – Physical and Mental Well-Being
Michigan education must promote the acquisition of good health and safety habits and an understanding of the conditions necessary for physical and mental well-being.

Goal 7 – Self-Worth
Michigan education must respond to each person's need to develop a positive self-image within the context of his own heritage and within the larger context of the total society. The development of a positive self-image will enhance the individual's ability to fruitfully determine, understand, and examine his own capacities, interests, and goals in terms of the needs of society.

Goal 8 – Social Skills and Understanding
Michigan education must provide for each individual an understanding of the value systems, cultures, customs, and histories of his own heritage as well as of others. Each student must learn to value human differences, understand and act responsibly upon current social issues, participate in society and government while seeking to improve them, and seek a society where every person has equal access to the lawful goals he seeks regardless of his background or group membership. Each person must learn to develop and maintain effective interpersonal relationships.

Goal 9 – Occupational Skills

Michigan education must provide for the development of the individual's marketable skills so that a student is assisted in the achievement of his career goals by adequate preparation in areas which require competence in occupational skills.

Goal 10 – Preparation for Family Life

Michigan education must provide an atmosphere in which each individual will grow in his understanding of and responsiveness to the needs and responsibilities inherent in family life. Joint efforts must be made by school, parents, and community to bring together the human resources necessary in this endeavor.

Goal 11 – Environmental Quality

Michigan education must develop within each individual the knowledge and respect necessary for the appreciation, maintenance, protection, and improvement of the physical environment.

Goal 12 – Economic Understanding

Michigan education must provide that every student will gain a critical understanding of his role as a producer and consumer of goods and services, and of the principles involved in the production of goods and services.

Goal 13 – Continuing Education

Michigan education must promote an eagerness for learning which encourages every individual to take advantage of the educational opportunities available beyond the formal schooling process.

Appendix A: Educational Improvement

The Common Goals of Michigan Education are presented in the first part of this document. This appendix identifies four programs which essentially are means, yet are important in upgrading the educational system. These programs provide information and actions which are the vehicles for system changes leading to the attainment of the Common Goals of the educational system.

These four programs are:

1 – Quality Teaching

Michigan education must assure that an individual is not limited in his educational experience. He must be provided with quality education, including the best possible methods of teaching and learning. Instructional improvement is sought through continuing education of teachers, systematic planning of school programs which provide a variety of alternatives for reaching educational objectives, and the dissemination of improved strategies of teaching.

2 – Accountability

Michigan education must move toward establishing responsibility and accountability standards for the performance of administrators and teachers. Meaningful job descriptions for administrators and teachers should be developed to facilitate the appropriate placement of personnel and the accurate determination of responsibilities of these personnel. These descriptions should be updated at frequent intervals to take into account developments in educational techniques and technology, and changes in student and personnel characteristics.

Procedures must be established according to which the performance of administrators and teachers would be evaluated relative to applicable job descriptions and to the circumstances within which the individual functions.

3 – Assessment and Evaluation

Michigan education must provide continuing and thorough assessment and evaluation of progress toward each of the goals named in this document in order to make available the best possible information for effective educational decision-making. Since such decisions are made at state, regional, local, and classroom levels, varied types of evaluation procedures are required.

The assessment process must take into account the varied population of the State, giving appropriate consideration to the social, economic, civic, and cultural aspirations, needs, and circumstances of the people served by the educational system.

Preparation for the mechanics of testing must be accompanied by a variety of activities which assure that the individual is not handicapped in his performance by the testing techniques and procedures utilized. The development and implementation of the assessment and evaluation program must provide opportunity for the involvement of the community (parents, business, and social institutions), the school, and the Department of Education.

4 – Research and Development

Michigan education must foster research to create new knowledge about teaching and learning. Michigan education must also foster the development of tested alternatives to existing practice so that continued progress toward the attainment of the goals of Michigan education may be achieved. Joint effort and support by all agencies whose actions affect education is essential to the achievement of this goal.

Appendix B: The Task Force on Goals of Michigan Education

Dr. Richard Barnhart, Director, Division of Curriculum, Michigan Department of Education, Lansing
Mr. Jeffrey Callard, Student, Sexton High School, Lansing Public Schools
Mrs. Shirley Collier, Master Teacher, Programs for the Disadvantaged, Grand Rapids Public Schools
Dr. Edward B. Fort, Superintendent, Inkster Public Schools
Mrs. Emily Frame, Member, East Lansing Board of Education
Mr. Roy Fuentes, Michigan Office of Economic Opportunity, Lansing
Miss Charlotte Gibson, Student, East Lansing High School
Dr. Robert Green, Director, Center for Urban Affairs, Michigan State University
Rabbi Irwin Groner, Congregation Shaarey Zedek, Southfield
Dr. Carl H. Gross, Chairman, Department of Secondary Education and Curriculum, Michigan State University
Mr. Nick A. Ianni, Superintendent, Washtenaw Intermediate School District, Ann Arbor
Mrs. Elaine Juidici, Elementary Teacher, Negaunee Public Schools
Dr. William K. Medlin, Professor, School of Education, University of Michigan
Mrs. Jo Ann Panter, Chairman, Reading Department, Traverse City Public Schools
Dr. William Pierce, Deputy Superintendent, Michigan Department of Education, Lansing
Mr. Paul Prill, Service Research and Operations Manager, Marketing Services, Ford Motor Company
Dr. Stuart Rankin, Assistant Superintendent, Detroit Public Schools
Mrs. Catherine Syphax, Homemaker, Detroit
Mr. E. O. Weber, former member, Northville Board of Education, Northville
Mr. N. Joseph Yager, Instructor in Psychology, Henry Ford Community College, Dearborn
Dr. C. Philip Kearney, Associate Superintendent, Michigan Department of Education, Chairman and member *ex officio*

Appendix C: Locations of Public Meetings

Public meetings to review the tentative common goals of Michigan education were held at the following locations during the winter and spring of 1971.

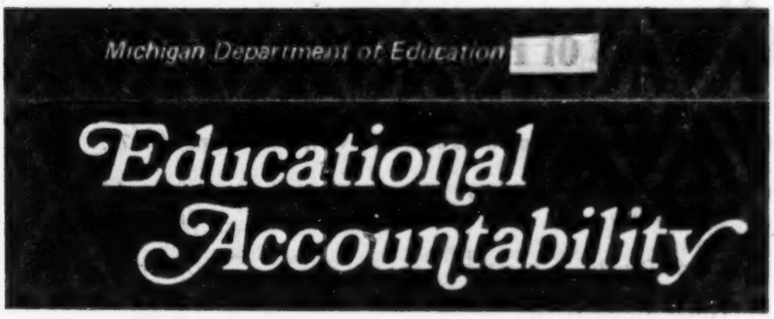
Intermediate School Districts

- Traverse Bay
- Kent
- Copper County
- Marquette-Alger
- Delta-Schoolcraft
- Eastern Upper Peninsula
- Alpena-Montmorency-Alcona
- Genesee
- Kalamazoo
- Berrien
- Ingham
- Jackson
- Wayne
- Midland

Local School Districts

- Grand Rapids
- Flint
- Dearborn
- Detroit
- Lansing
- Livonia
- Wayne
- Pontiac
- Port Huron
- Saginaw
- Warren

EXHIBIT C



Michigan Department of Education

Educational Accountability

Foreword

The purpose of this position statement is to place in proper perspective the role of the State Board of Education in implementing an accountability model for improving the delivery of educational services to the children and youth of the state of Michigan.

The model highlights the need for common goals of education, development of performance objectives rather than textbook completion, assessing needs, analyzing the ways in which teachers teach, and providing outside educational audits to determine if changes have indeed taken place, in addition to providing guaranteed in-service professional development.

This model is a process, not a curriculum imposition. Along with being continuous and circular, the model is envisioned as enhancing the role of the teacher in the educational process of preparing our children and youth for adulthood.

In a sense, use of the educational accountability model is analagous to "program budgeting" in the business world. It involves planning, acting and evaluating; it is a tool to be employed, or a road map to help lead the educator or citizen where he wants to go.

As a process, the accountability model can help Michigan education along as it progresses in preparing children, youth and adults for life in the 21st century.

John W. Porter
Superintendent of Public Instruction

Background

From time to time it is appropriate for the State Board of Education to step back a pace or two and take stock of the organizational aims and operational objectives of the total educational enterprise in Michigan. Included here are graphic presentations designed to afford such an opportunity. It might be said that such evaluation is designed to prevent us all from becoming blind to the forest because our attention is concentrated on the trees.

Over the course of more than 30 months, the Department of Education has devoted a great deal of collective attention to developing an overall accountability model in public education.

The many specific attempts to achieve greater accountability may be condensed into six general categories, or thrusts. These are:

1. Identification, discussion and dissemination of common goals for Michigan Education.
2. Approaches to educational challenges based on performance objectives consistent with the goals.
3. Assessment of educational needs not being met, and which must be met to achieve performance objectives and goals.
4. Analysis of the existing (or planned) educational delivery systems in light of what assessment tells us.
5. Evaluation and testing within the new or existing delivery system to make sure it serves the assessed needs.
6. Recommendations for improvement based upon the above.

Basically, this accountability model may be applied to any aspect of the educational enterprise in Michigan and, if it is properly understood, it will tell us a great deal about educational directions for the future.

To some, consideration of an accountability model or new elements in education has appeared to represent a threat or a challenge to historically developed educational approaches, and a judgement as to the efficacy of such approaches at this point in time. No threat is intended, but each of us must find challenge in consideration of the new educational elements, and there must be general recognition that whatever its strengths and weaknesses, the historically developed system of educational services does not today serve effectively all of the children and youth entrusted to our care.

There is a clear message in the legions of statistics and studies compiled over the last few years: too many youngsters quit school at an early age, and too many youngsters who "graduate from high school" are ill-prepared, or disinclined, or both, to pursue either further education or productive labor—in short, enter into adulthood—in the free enterprise milieu of our nation today.

Building Accountability into the Education System

I	**Common Goals**	**IV**	**Delivery Systems Analysis**
II	**Performance Objectives**	**V**	**Evaluation & Testing**
III	**Needs Assessment**	**VI**	**Recommendations for Improvement**

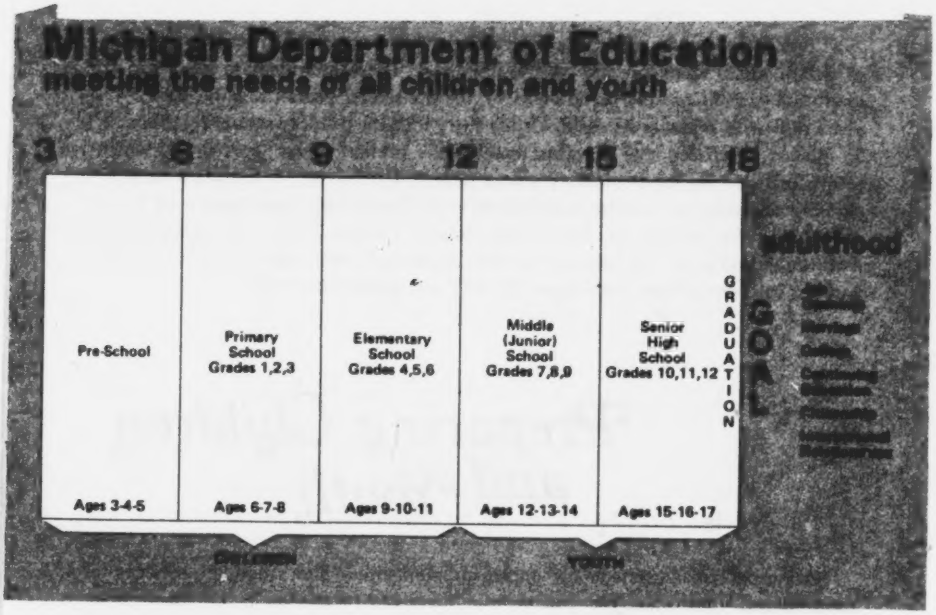
The staff of the Michigan Department of Education has taken a good deal of time looking at new elements in the delivery of educational services. Such elements include:

(1) Compensatory education
(2) Experimental programs and demonstration schools
(3) Performance contracting
(4) Year-around schooling
(5) School meals improvement
(6) Alternative occupational scheduling
(7) Coordinated career education
(8) Student financial assistance
(9) Expanded utilization of facilities
(10) Neighborhood education centers
(11) Improved professional development
(12) Early childhood education

To some, the approach to these elements and others may have appeared to be compartmentalized. It is not. Instead, the consideration of these elements has been and continues to be integrated in what may be termed a comprehensive "state approach to improved elementary and secondary services to children and youth."

In order to achieve improvement in the approach to provision of elementary and secondary services, it is essential to start with an understanding of the inter-relatedness of new and traditional elements in education. Such elements include, of course, the ideas and approaches which have recently been our major concern, and they also include the mechanisms and traditions, the practices and procedures—even the physical facilities—historically involved with the provision of education to children in Michigan. It has been the task and the aim, in a nutshell, to "build accountability into the educational system."

Only in viewing the educational needs of children and youth as, in effect, a continuum beginning at about age three and ending (for elementary and secondary purposes) at about age 18 can there be assurance of finding the organizational and operational means of achieving desired ends. Such a continuum may be plotted horizontally or vertically; it may be discussed in terms of any sort of analogy—a football game, for example—but its message is clear and can be viewed graphically.


Michigan Department of Education
meeting the needs of all children and youth
3
6
9
12
15
18
Pre-School
Primary School Grades 1,2,3
Elementary School Grades 4,5,6
Middle (Junior) School Grades 7,8,9
Senior High School Grades 10,11,12
Ages 3-4-5
Ages 6-7-8
Ages 9-10-11
Ages 12-13-14
Ages 15-16-17
GRADUATION
GOAL
adulthood
CHILDREN
YOUTH

In constructing and using such a continuum, it is necessary to start with only one premise, and one corollary of that premise:

THE PREMISE: Public education's primary task is meeting the needs of all children and youth as they prepare for adulthood.

THE COROLLARY: The needs of all children and youth (or any child or youth) include continued and monitored educational progress through the years of required formal schooling (and a little beyond), and readiness and adequacy for (1) a job, (2) satisfactory interpersonal relationships, (3) college, (4) other continuing education, and (5) citizenship. (NOTE: None of the five "readiness outcomes" need be exclusive of the others, but since maturation rates and interests are widely divergent, it may be assumed for purposes of generalization that readiness and adequacy for any one is sufficient evidence of "successful" educational development.)

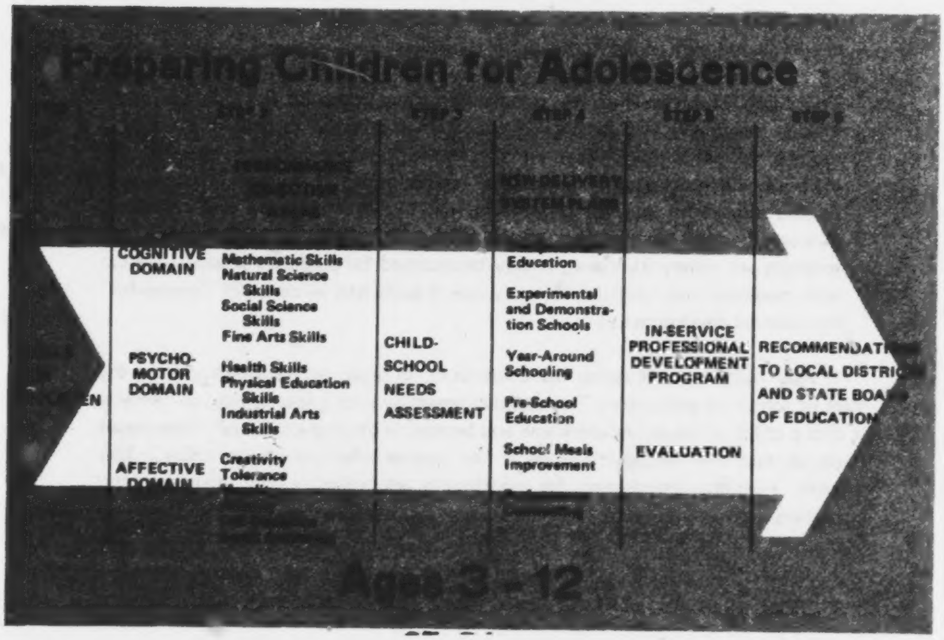
It may help, in considering the continuum, to begin by leapfrogging from the start of school to graduation. The question posed by such a leap in time is, "what is it that a child or youth should know and be able to do at graduation?" One simple response that few would challenge is "to assume one's role as an adult." This suggests adequate preparation for continuing education, a job, marriage, and citizenship.

If that is reasonable, efforts must be made to assist the child to achieve a number of intermediate steps on the way to this goal. These intermediate steps can be identified as follows: (1) completion of the pre-school years (roughly, ages 3-4-5 years old) with measurable readiness for entry into the primary school (grades 1, 2, 3) milieu; (2) measurable progress through the primary years (ages 6-7-8) which results in readiness for elementary school (grades 4, 5 and 6); (3) adequate assimilation of basic skills, knowledge and abilities in the elementary years (ages 9-10-11) in preparation for middle or junior high school (grades 7-8-9); (4) performance maturation and skills improvement in the adolescent years (ages 12-13-14) to prepare for the young adult years (ages 15-16-17 and grades 10-11-12).

Preparing Children and Youth

Having devised a strategy for improving elementary and secondary services to children and youth, and recognizing that there *will* be change in our educational delivery systems, the remaining step is application of theory to the "real world."

The model for building accountability into the educational system has six steps;


Preparing Children for Adolescence
STEP 2
STEP 3
STEP 4
STEP 5
STEP 6
COGNITIVE DOMAIN
Mathematic Skills
Natural Science Skills
Social Science Skills
Fine Arts Skills
PSYCHO-MOTOR DOMAIN
Health Skills
Physical Education Skills
Industrial Arts Skills
AFFECTIVE DOMAIN
Creativity
Tolerance
CHILD-SCHOOL NEEDS ASSESSMENT
Education
Experimental and Demonstration Schools
Year-Around Schooling
Pre-School Education
School Meals Improvement
IN-SERVICE PROFESSIONAL DEVELOPMENT PROGRAM
EVALUATION
RECOMMENDATI
TO LOCAL DISTRI
AND STATE BOA
OF EDUCATION
Ages 3 - 12

application of this model, in the context of the "growth continuum," also—naturally—has six steps and may be accomplished with reference to a single individual or to groups of like individuals. In this presentation, let us begin with an example showing application of the accountability model to the task of preparing children for adolescence.

STEP I: The State Board of Education has articulated certain goals for children. These are spelled out in general terms in the "Common Goals of Michigan Education." Each local district is asked to develop their own modification of these goals.

STEP II: There are, by common consensus and by definition, certain things it is assumed children ought to know at various stages in their development. This information must now be translated into performance measures. While much work remains to be done, the performance objectives fall naturally into skill areas and attitude-aspiration areas which are, psychologically speaking, in the cognitive domain, the psycho-motor domain or the affective domain.

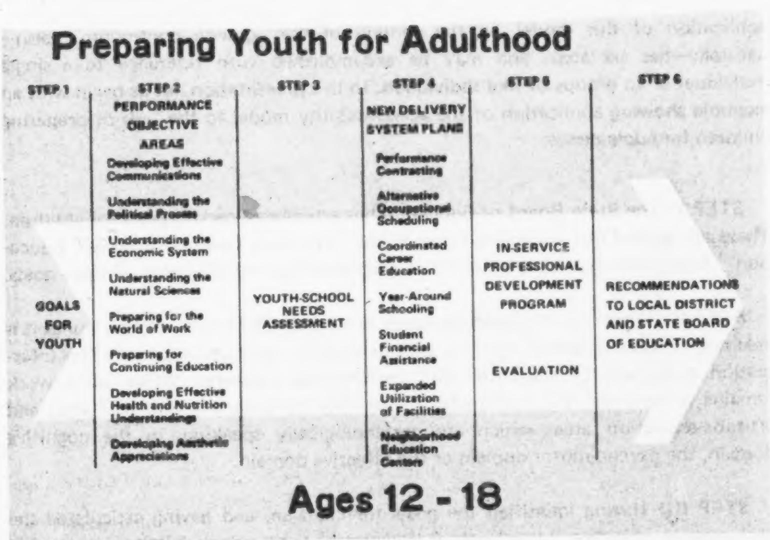
STEP III: Having identified the goals for children, and having articulated the performance objectives for schools, it is necessary to assess the existing relationship between them. This analytical chore must utilize all the knowledge at hand: research, testing, resource distribution and personnel availability and a host of others. The objective is to give local school officials some notion of the variance between desirability of performance objectives and what the child or children can do (needs assessment).

STEP IV: Based on the needs assessment, plans must be made to change the delivery systems to reverse what has often been termed as the "push-out" or "leave behind" problem. Among the many things which may be used are performance contracting, compensatory education, promising practices from experimental and demonstration schools, year-around schooling, intensified pre-school education, improvement of nutrition through school meals, in-service training of teachers, and many others.

STEP V: If a change takes place in the delivery system, that change needs to be tested and evaluated. If valid, across the board in-service professional development programs should be fostered.

STEP VI: When a district or school has gone through these steps, they should feel obligated to share the results. Recommendations to the local district, and to the State Board of Education, complete what is essentially a circular pattern of service—goals are served and/or modified on the basis of continuing attention to the success or lack of success in the educational delivery system, and the process starts over again.

When addressing the question of "preparing youth for adulthood," it is found essentially the same circular pattern of continuous progress.


Preparing Youth for Adulthood
STEP 1
STEP 2
STEP 3
STEP 4
STEP 5
STEP 6
GOALS FOR YOUTH
PERFORMANCE OBJECTIVE AREAS
Developing Effective Communications
Understanding the Political Process
Understanding the Economic System
Understanding the Natural Sciences
Preparing for the World of Work
Preparing for Continuing Education
Developing Effective Health and Nutrition Understandings
Developing Aesthetic Appreciations
YOUTH-SCHOOL NEEDS ASSESSMENT
NEW DELIVERY SYSTEM PLANS
Performance Contracting
Alternative Occupational Scheduling
Coordinated Career Education
Year-Around Schooling
Student Financial Assistance
Expanded Utilization of Facilities
Neighborhood Education Centers
IN-SERVICE PROFESSIONAL DEVELOPMENT PROGRAM
EVALUATION
RECOMMENDATIONS TO LOCAL DISTRICT AND STATE BOARD OF EDUCATION
Ages 12 - 18

STEP I: Goals for youth are articulated, principally, among other places in the "Common Goals of Education." Local modifications are developed.

STEP II: Skill or knowledge areas in the preparation of youth include such things as developing effective communications, understanding the political and economic systems, acquaintance with the natural sciences, preparing for work or continuing education, development of health and nutrition understanding, and development of aesthetic appreciations. Specific performance measures must be developed.

STEP III: The youth-school needs assessment, like the child-school needs assessment, is an analytical chore and utilizes statewide local, professional, parental, psychological and a host of other "tools." The objective is to identify disparities between desired and actual outcomes.

STEP IV: New delivery system plans for youth include, besides the school-oriented innovations such as performance contracting, etc., a heavy emphasis on new thrusts in career education, including alternative occupational scheduling, student financial assistance, coordination of career education approaches, better utilization of career education facilities, and neighborhood education facilities.

STEP V: In-service professional development and evaluation of effort in preparing youth for adulthood may require a greater emphasis on willingness to accept change than this step in the preparation of children for adolescence, since performance area objectives and new delivery system plans for youth by their nature are likely to involve far more radical departures from the "traditional" approaches.

STEP VI: Recommendations for change which may come to (or originate with) local districts and the State Board of Education are tested against goals for youth, and the cycle continues.

Summary

This discussion has aimed at relating organizational aims and operational objectives to the total educational picture in Michigan. The organizational aims and operational objectives which have been outlined constitute the approach of the Department of Education as it seeks to perform its function as the executive arm of the State Board of Education; as a leader for local and intermediate school districts; as a resource for public officials and other branches of government, and as a service agency for the citizens of Michigan. It is anticipated that a later paper will deal with specific objectives of Department of Education units, and delineate to a greater degree the concerns of various units of the educational community in seeking to address the organizational aims and operational objectives here discussed. Likewise, a similar document is being prepared to focus on the educational services necessary to meet the needs of Michigan adults.

Testimony of Winford M. Miller, Administrator, Migrant Student Record Transfer System, Little Rock, Ark.

DEFINITION OF A SEASONAL FARM MIGRANT CHILD

Migratory children are children who have moved from one school district to another during the past year with parents or guardians who were seeking or acquiring employment in agriculture including related food processing activities such as canning-USOE Program Information #28.

NEED FOR PROGRAM

The rapidity with which many farm migrant children have moved during school terms has been accompanied by the problem of many schools receiving student records after the children had already moved on, thus ineffectuating the usefulness of the data.

Many persons have recognized this problem for many years. Recorded efforts to establish a record transferral system date back to the 1940's. However, not until the passage of 89–750 as an amendment to 89–10 in 1966 was there a unified effort in this country to accumulate and distribute pertinent student data on seasonal farm migrant children. It became obvious that neither an individual state nor a region of states could, upon self-initiative, make and sustain an adequate system of transferring student data. It had to be a NATIONAL effort. In 1966 Congress demonstrated its recognition of the interstate nature of farm migrancy by mandating in P.L. 89–750 Section 103(C)(1)(A):

"That payments will be used for programs and projects (including the acquisition of equipment and where necessary the construction of school facilities) which are designed to meet the special educational needs of migratory children of migratory agricultural workers, and to coordinate these programs and projects with similar programs and projects in other states, including the transmittal of pertinent information with respect to school records of such children."

The 48 states moved expeditiously to fulfill your mandate. Following a conference of states in Phoenix, Arizona in February, 1968, a committee called the Record Transfer Committee was organized to develop a system and a document to be used in transferring data from school to school. The first effort was on a manual basis—all work was done physically. However, it was soon discovered that the System had to be automated if the time factor between requesting and receiving student records by a school was to be overcome.

MIGRANT STUDENT RECORD TRANSFER SYSTEM-GENERAL

The MSRTS was the first massive interstate cooperative effort instituted by 89–750 funds. It provides literally thousands of people a cohesive structure within which they may cooperatively devise and implement programs of education and health care for more than 300,000 migrant students. The System became a defined concept in 1968, a project in 1969, an operational instrument in 1970, and a national reality in 1971. As a concept, this system is unprecedented; as a working success, it is unprecedented.

The MSRTS interacts with its nationwide educational and health services environment in a healthy manner; for, it both shapes and in turn is shaped by that environment. It assists teachers, nurses, medical doctors, and all levels of administration in discovering new and relevant dimensions of migrant education—and hence, it helps them uncover new informational needs to support the decision making processes so necessary to those new dimensions. These discoveries in turn require the system to be *responsibly responsive* to its users and insure that the newly emerging needs are met.

There are three basic communication elements in MSRTS: the school, the teletype terminal, and the computer. The school initiates all information that goes into the student record and the school requests certain actions to be performed on a student's record such as enrollment, update, and withdrawal. The school may also request that a student's record be terminated. The computer accepts data and requests from the terminal and processes, stores and disseminates information according to these requests.

MSRTS offers rapid turn-around service to schools. This rapid service reduces the lost time in planning health and academic programs for migrant children. Two basic reports are provided a school upon the enrollment of a migrant student.

The first report is returned to the terminal that serves the requesting school in a matter of a few hours. This report is called the Critical Data Report which contains the following information from previous schools of enrollment: (1)

student identification; (2) program types; (3) chronic conditions; (4) inoculations; (5) reading ability ratings and (6) math concepts ratings. A Critical Data Report is generated as a consequence of two desired actions; (1) an enrollment where Critical Data is desired and (2) a request for Critical Data only.

Requests for these two actions are processed twice daily: (1) at noon (CST) and (2) at night. These requests received by the computer by noon (CST) are processed and the responses are sent immediately to the terminals that serve the requesting school(s) so it is possible for the schools to have the benefit of the Critical Data the same day as the enrollment of a given student. This reduces very significantly the evaluation time required prior to program planning.

On the day following the receipt of a request for any kind of action against a student's data base record, an up-to-date Migrant Student Record Transfer Form (Transfer Record) is mailed to the school that initiated the action. This allows the responsible school to check the validity of the actual entry that was made. The cumulative Transfer Record generally arrives at the requesting school within three to four days of the request. A verbal survey was conducted in two western areas that are geographically distant from Arkansas (California and Oregon), and it was found that in most cases the Transfer Records were delivered at their destinations on the third day of the postmark.

This reduction in time in the transferal of student data from school to school adds many days, on the average, to the productive days each migrant student has in school at each location. Heretofore, the time lapse between a school requesting and receiving a student record from a previous school was a few to several weeks. Many times the child had already moved on to another school. This tended to create a "why should I try" attitude among school people. Knowing the student would, in many cases, be in a given school for only a few days or a few weeks at most it was easy to rationalize "There's no use in requesting a record; the student will most likely be gone before it arrives; so I'll let him bide his time with some activity (maybe crayons and paper) while he is here."

MSRTS is helping do away with this kind of rationalization by providing pertinent data on a rapid basis which, in turn, generally results in more attention given by the professional school staff to health and educational program development. Better programs and more attention given to student needs will tend to develop more holding power for schools. The greater the holding power, the better the education of participating farm migrant children.

As near as three years ago, the MSRTS Staff heard very little concern expressed by the states for any accommodation in MSRTS for high school credit. Now this is of major consideration for the revision effort of the Transfer Record that is now under way. Too, it was noted from a recent age tally of students in the data base that six (6) percent are fifteen years of age. It is believed that this represents a significant short-term increase in the number of high school aged students staying in school.

In addition to the speed capability of MSRTS, another important feature is flexibility for change. The Transfer Record has undergone several changes since its inception to assure maximum data utilization at the school level. The Transfer Record is presently undergoing some major changes as dictated by those who work directly with the migrant children in the country.

The Transfer Record form presently contains the following kinds of data:

A. Student identifying;
B. Parent;
C. School history;
D. Testing;
E. Academic program;
F. Special Interests and Abilities; and
G. Health which includes screening exams for physical, dental, visual, auditory and TB; treatment record, urgent conditions, inoculations, and chronic conditions.

The product of the current revision effort for the Transfer Record will sacrifice no data considered to be relevant but will provide for greater depth in the vital areas of concern such as health and educational programs.

The MSRTS is operated by the Arkansas Department of Education under the direction of Mr. Winford Miller. The System is financed through a cost reimburseable contract between the U.S. Office of Education and the Arkansas Department of Education. The System is financed with Migrant Program funds disbursed from the U.S. Office of Education.

SERVICES OF MSRTS

The Arkansas Department of Education serves as the national headquarters of MSRTS. From its offices located in Little Rock, Arkansas, the MSRTS staff performs the following services:

1. Yearly contract proposal development, negotiation and execution.
2. On-site visits to terminals to give needed assistance.
3. Daily monitoring of all terminals for volume and efficiency control.
4. Provide all computer services.
5. Blank and printed student Transfer Record forms.
6. Mailing of student Transfer Record forms to schools.
7. Provides a recommended total system operation.
8. Develops and provides training materials for states.
9. Develops and provides operational manuals for terminal operators and school users.
10. Provides monthly, quarterly and annual activity reports to USOE and the states.
11. Provides training for all terminal operators and back-up terminal operators and other state personnel.
12. Works with USOE and state agencies on operational development problems related to MSRTS.
13. In-service training for MSRTS staff.
14. Monitors users' needs and modifies System accordingly with USOE approval.

MSRTS REPORTING SERVICES

Good management practices dictate that managers have a thorough understanding of the nature of activities in which they are involved. To this end, MSRTS provides summary data on a monthly, quarterly and yearly basis to the state directors of migrant education.

The following is a list of items included in a report for a given period:

1. Cumulative enrollments to date.
2. Number students end of period.
3. Number enrollments.
4. Unique enrollments.
5. Number withdrawals.
6. Unique withdrawals.
7. Number of terminations.
8. Number days enrolled.
9. Number days present.
10. Number days absent.
11. Number Interstate moves.
12. Number Intrastate moves.
13. Screening exams given by type:
    - A. Physical.
    - B. Visual.
    - C. Audio.
    - D. Dental.
    - E. Tuberculosis.
14. Number abnormalities.
15. Number urgent conditions reported.
16. Immunization given by type Inoculation or Vaccination.
    - A. 1101 DPT.
    - B. 1102 DT.
    - C. 1103 Measles (GERMAN).
    - D. 1104.
    - E. 1105 Measles (RED).
    - F. 1106.
    - G. 1107 Mumps.
    - H. 1108 Polio (Inoculation).
    - I. 1109.
    - J. 1110 Polio (Oral).
    - K. 1111.
    - L. 1112 Tetanus.
    - M. 1113 Influenza.
    - N. 1114 Typhoid Para-Typhoid.
    - O. 1115.
    - P. 1116 Smallpox.
    - Q. 1117 Other.

17. Number of chronic condition reported.
18. Number treatments recommended by type.
19. Number treatments actually performed.
20. Number treatments started.
21. Number treatments completed.
22. Total number students tested.
23. Number of students tested by test name code. The test name code follows:
    - A. Wide range achievement test.
    - B. Stanford achievement test.
    - C. California achievement test.
    - D. Botel reading test.
    - E. Arithmetic achievement test.
    - F. Metropolitan readiness test.
    - G. SRA achievement test.
    - H. Iowa test of basic skills.
    - I. California test of basic skills.
    - J. Sequential tests of educational progress.
    - K. Child development analysis.
    - L. Gray-Votaw-Rogers general achievement test.
    - M. Peabody picture vocabulary.
    - N. General aptitude test battery.
    - O. Iowa tests of educational development.
    - P. Other (1st).
    - Q. Other (2nd).
24. Number in programs. The list of identified program types are:
    - A. Health—recreation.
    - B. Preschool.
    - C. Tutorial Services.
    - D. Cultural Enrichment.
    - E. Remedial Reading.
    - F. English as a second language.
    - G. Language development.
    - H. Vocational Education.
    - I. Remedial Mathematics.
    - J. Other.
25. Number in other program types.
26. Number of students in each program type.
27. Academic Characteristics for the following:
    - A. Reading Ability.
    - B. Primary Language.
    - C. Ability to Communicate in English.
    - D. Speech Disorder.
    - E. Hearing Disorder.
    - F. Understanding Directions.
    - G. Math Computation.
    - H. Composition.
    - I. Science.
    - J. Social Studies.
    - K. Math Concepts.

This information is compiled on the following levels provided the state identification number includes all these levels:

- A. School plant.
- B. School district.
- C. County.
- D. Congressional district.
- E. State.

A national summary is compiled on the same frequencies for the U.S. Office of Education.

In addition to the statistics reports mentioned above MSRTS gives a report semi-monthly to the state directors of migrant education a volume and proficiency report on each terminal operator in his state.

Using the two statistics reports just described, each state director knows on a continuing basis how his schools and his terminal operators are performing.

SOME BENEFITS OF MSRTS

The following is offered as a partial list of benefits derivable from the information and services provided to the states by MSRTS.

1. Rapid transmittal of pertinent general, health and academic student data for rapid programing for students.
2. Information for placement and care of children:
    - A. School attendance patterns.
    - B. Parent/guardian relationship to student.
    - C. Kinds of health screening exam(s) administered and when.
    - D. Health screening findings and subsequent treatments (if any).
    - E. Urgent health conditions.
    - F. Status of treatment procedures.
    - G. Inoculations administered and needed.
    - H. Students' chronic health conditions.
    - I. Standardized test(s) administered, date and score(s).
    - J. Special educational programs of student involvement encourages program continuity.
3. Encouragement for more attention to program development.
4. Encourages positive attitudinal changes toward problems and needs of migrant children.
5. One agency responsible for accumulation, storage and dissemination of pertinent data on seasonal farm migrant children.
6. Provides data for establishing an empirical method of distributing funds to states for student programs and services.
7. Provides a vehicle for interstate cooperation in the education of agricultural migrant children.
8. Provide statistics to USOE and the states for program planning and budgeting and for better understanding of the nature of farm migrancy.
9. Monthly newsletter.

MSRTS SAFEGUARDS

It is appropriate that some mention of safeguards of private information be mentioned. The designers (a committee of twelve states and the MSRTS staff) of the Migrant Student Record Transfer Form and the Automated Migrant Student Record Transfer System were very mindful to design and develop a total system that would assure privacy of data. The System as it was designed have met all standards as established by the U.S. Senate Subcommittee on Constitutional Rights chaired by Senator Sam Ervin of North Carolina.

MSRTS POTENTIAL

It is my understanding that our national population is ⅓ mobile annually. This means a large volume of student record transferals from school to school. The MSRTS has the potential to expand to serve any part or all of this record transferal requirement.

Also its potential for providing detailed data for school personnel and in providing management data for state and federal governments will be limited only by our imaginations, cooperation of the states, and availability of operational funds. A functional System now exists; the states are making progress in utilizing the System; and I believe the federal government cannot renege on its commitment to this most deserving and disadvantaged group of children in this nation. The support of Congress for the continuation of this vital effort is urgently and sincerely solicited.

FUNDING FOR MIGRANT EDUCATION PROGRAMS

Funding for the educational programs for farm migrant children has been a part of the total Elementary and Secondary Education Allocation which is made up of the Local Education Agency (LEA) programs and the State Education Agency (SE. programs. The SEA programs consist of Migrant, Neglected and Delinquent, Handicapped and Indian. Distribution of the ESEA–I funds has been made on a formula basis with the priority that all SEA programs would be funded at full entitlement.

The formula for the migrant program according to P.L. 89-750 Section 103 is ½ the national per pupil expenditure or ½ the State per pupil expenditure whichever is greater multiplied by the U.S. Commissioner's estimate of migrant children residing in the states full time and the full time equivalent of those residing part time in the states.

PRESENTLY USED FORMULA FACTORS

The source of information for the student count used in the allocation formula is the U.S. Department of Labor. The number of migrant children is derived by multiplying the U.S. Department of Labor count of migrant workers by .75. The .75 factor is an arbitrary number which assumes ¾ child per registered migrant worker. The .75 factor was derived from studies of the U.S. Department of Labor and the U.S. Department of Agriculture that concluded that .75 was a *reasonable estimate* of the ratio of migrant farm workers to farm migrant children because many of the youth group work in the fields and the educational concern was for children under 21 years of age, etc.

I submit the following fallacies to the Committee:

(1) That ¾ child per migrant is a gross understatement.

(2) The count of migrant children is based upon the Department of Labor count of migrant workers; not children.

(3) The Department of Labor count of migrant workers is inaccurate because its count is a total of those migrant workers who register for work with Employment Security Division Offices in the States. Many migrant workers do not register with ESD because they are contracted before leaving their home states.

PROBLEMS WITH SPECIAL REVENUE SHARING

My concerns about special revenue sharing for migrants are:

(1) The limited financial provisions now being made dictate that each state limit service programs to the highest concentrations.

(2) These concentrations have influenced the number and locations of communication centers.

(3) Special revenue sharing would apparently mean that the funds would be spread to more schools, thus more students with each student receiving less service.

(4) This increase in total schools and total students being served would require an addition of a proportionate number of teletypewriters to service data transferral needs.

(5) For each added teletypewriter (paid for by MSRTS) the states would have to add to their budgets one teletypewriter operator, office space, office equipment and supplies.

It becomes readily apparent that these increases in schools and students with no increase in allocations or an apparent reduction in funds will create a dilemma in migrant program operations. With a continuous increase in student enrollments, any reduction in funds would geometrically dilute available per pupil funds. It was anticipated that student enrollment would level off by the end of FY72. However, the monthly rate of growth of an average of 9,600 through January, 1973, indicates that there are many more migrant children than anticipated. If this rate of growth continues for another year we may reasonably expect to be serving ½ million migrant children as compared to less than 100,000 as given by the U.S. Department of Labor. Reference Attachment A for graph that reflects the growth rate.

It is most important that other schools and all migrant children be included in special school programs but it is a fact of life that services can be so limited for each student that little, if any, positive behavioral changes occur.

Problems normally are not solved by partial commitments. These people put food on our tables; can't we use a small portion of our national wealth to give the migrant children a choice in life?

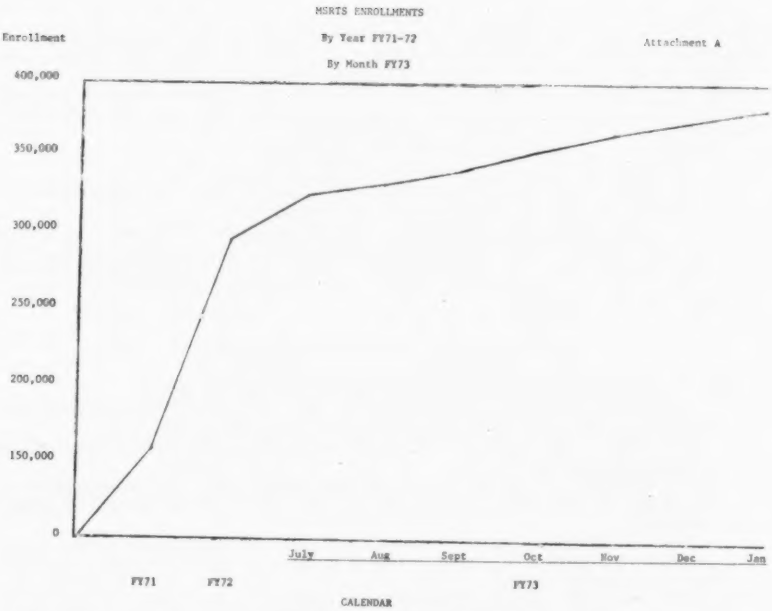
H.R. 69

The effort of H.R. 69 to separate local education agency and state education agency programs is compatible with what I believe to be a reasonable approach because the migrant program is rural in nature and the LEA program is basically urban in nature. The migrant program can only be operated successfully by state agencies.

In addition to the separation legislativity of Part A (LEA) and Part B (SEA) programs in H.R. 69, I recommend that each of the four (4) SEA programs have separate line items in the appropirations bill.

I further recommend the use of MSRTS count of students as a formula factor in determining the migrant program allocation.

In summary it is my judgment that H.R. 69 indicates the clarity of your understanding of the problem and your intent to honor the federal commitment to offer better educational and health programs for migrant children.



STATEMENT OF EMMETT E. SPURLOCK, DIRECTOR, OFFICE OF MIGRANT EDUCATION, N.J. STATE DEPARTMENT OF EDUCATION

MIGANT EDUCATION IN NEW JERSEY, A MAJOR CONCERN IN THE GARDEN STATE

The Problem

Historically, the migrant child has been poorly served by the traditional classroom. Moving from school to school with its accompanying problems of emotional adjustment, acceptance by the teacher and children, and adjustment to new routines and readiness for subject matters and skills currently being taught, are not conducive to the continuity of education essential to meeting minimal graduation standards.

A large number of migrants are non-English speaking and, therefore, find it hard to communicate with the permanent residents of most areas to which they go. The language handicaps is an added problem for children who go into the schools where they are expected to function in English.

It is possible that even the most alert teacher may fail to see the really serious damage that migrancy is bringing to the mental and physical well being of these children. To the untrained eye, children who are ill may not always appear so. Behavior problems may not be interpreted as emergency from their disrupted lives. Doctors report that most migrant children seen in a 1970 study had some preventable physical defect. Many children die young. "Most of them live," said one doctor, "numbed by hunger and sickness, motivated only by an instinct for survival."

Educators of migrant children must look upon there problems from a national point of view. The problems of migrants are not isolated to communities or certain states. But, the whole of the problem is national in its scope. Local boards of education can not begin to address themselves to the problem of educating the migrant. There is a definite need for Federal funds designed to provide specialized programs, specially qualified teachers, and innovative approaches to raise the educational level of migrant children. This can only be accomplished under the supervision, coordination, and guidance of a Federal agency. Revenue sharing and the fragmenting of funds which may never be allocated by states to serve the needs of migrants is not the solution for the education of migrant children.

The Need

There are 380,000 migrant children in our nation, trapped in a never ending cycle of migration and frustration. They suffer from discrimination, hunger, poor housing, insecurity, sickness, and inadequate education. Because of their mobility, their education has little if any continuity. These children are from the thousands of depressed families who harvest the nations multi-billion dollar crops. Although they are an economic necessity many are a faceless and impoverished people. There is a well defined need to raise the level of educational opportunity for the deprived people.

Recommendations

Whereas migrant education is a problem of national significance, and needs the centralized Federal guidance, coordination and administration and,

Whereas the concept of revenue sharing will for all practical purposes fragment the approach to migrant education and in many instances abolish programs designed for migrant children and,

Whereas migrant education can not be served adequately by local boards of education without Federal migrant funds and,

Whereas the need for increased educational opportunity is required to: lessen the number of dropouts; provide vocational training; prevent increases in welfare rolls; prevent juvenile delinquency; curb increased crime rates and other social ills, and

Whereas the need exists the continuation and increased emphasis on providing special programs, and nation-wide continuity of administrator. The Office of Migrant Education, State of New Jersey hereby recommends: The continuation of Federal funding, guidance and coordinator in administering the education for migrant children on a nation-wide bases.

THE PROBLEM

Historically

1. The migrant child has been poorly served by the traditional classroom.
2. The migrant child moves from school to school carrying with him all of his problems of emotional adjustments.
3. In many instances—he is not accepted by his teachers, fellow students or the community.
4. His adjustment to new routines and readiness for subject matter and skills taught in the conventional way are not conducive to continuity of education essential to his needs.

Non-English Speaking

1. A large number of migrant children are non-English speaking.
2. They find it most difficult to communicate with permanent residents of most areas they go. The language handicap is an added problem for migrant children, who go into schools where they are expected to function in English.
3. It is possible that the most alert teacher may fail to see the serious damage that migrancy is bringing to the mental and physical well being of these childen.
4. To the untrained eye, children who are ill may not always appear so.
5. Educators of migrant children must look upon the migrant education problem from a national point of view. The problem of migrants is not isolated to communities of certain states—the problem is national in scope. The migrant child is, in fact, a ward of the federal government.
6. Local Boards of Education cannot begin to address themselves to educating the migrant child.
7. There is a definite need for federal funds designed to provide specialized programs, specially qualified teachers and innovative approaches to raise the educational level of migrant children. This can only be accomplished under the supervision, coordination and guidance of a federal agency.
8. Revenue sharing and fragmenting of funds, which may never be allocated by states to serve the needs of migrants, is not the solution for the education of the migrant child.

The need—Migrant population—Nationwide

1. There are approximately 380,000 migrant children in a never ending cycle of migration and frustration.
2. They suffer from discrimination, hunger, poor housing, insecurity, sickness and inadequate education.
3. Because of their mobility, their education has little if any continuity.

4. They are from the thousands of depressed families who harvest the nations multi-billion dollar crops.

5. Although they are an economic necessity, many are faceless and impoverish people.

6. There is a well defined need to raise the level of educational opportunities for the children of these deprived people.

Summary

1. The education of migrant children, by its very nature, is a Federal responsibility.

2. Local school boards cannot provide adequate educational services to migrant children without the aid of Federal funds designed for said purpose.

3. There is a definite need for increased educational opportunities for purposes of:

    a. lessening the number of drop-outs in schools;
    b. providing vocational training;
    c. preventing increase in welfare rolls;
    d. preventing juvenile delinquency; and
    e. curbing increased crime rates and social ills.

4. The need exists for the continuation and increased emphasis on providing special programs and nation-wide continuity of administration. The Office of Migrant Education, State of New Jersey, hereby recommends: the continuation of Federal funding, guidance, and coordination in administrating the education of migrant children on a nation-wide basis.

STATEMENT OF JAMES O. CLICK, COORDINATOR OF DEVELOPMENTAL UNIT, GRANTS MANAGEMENT SECTION, OLYMPIA, WASH.

Mr. Chairman and members of the subcommittee: More than 8700 migrant children were served directly in the State of Washington during the 1971–72 school term through supplemental Title I, ESEA, funds. We have projected directed services to more than 9000 migrant children during the current fiscal year. These direct academic and health services are supported by indirect services.

Indirect services include training for beginning and experienced teachers and aides, administrators, and service personnel. Other indirect services to migrant children's programs are rendered through regional media centers which provide curriculum materials, audiovisual equipment, films, tapes, pictures, realia, etc.

Through a leadership activities unit, services are rendered to parent advisory committees and the Interstate Uniform Migrant Record Transfer System. Also, through that unit, all projects are monitored and technical assistance is made available to the local educational agencies.

The academic programs in all funded projects, during both the regular school terms and the summer terms, include language development in the basic skills of speaking, reading, writing, and comprehension. In the cases where the migrant children are from the Mexican American or Chicano culture, bilingual instruction is provided. If such instruction is not by certificated teachers who are bilingual, then the English-speaking certificated teachers are assisted by teacher aides who are bilingual and/or bicultural. Much of the language instruction is carried out on a one-to-one basis, highly individualized.

Health is also a priority in the migrant educational projects. Both direct health services and instructional activities in health awareness are provided. These include school nurse services, nutritional supplements, health instruction, and physical education. All regular term projects and many summer projects also provide instruction in other basic academics.

Through one of the regional centers, leadership is given to local schools in training teachers to manage their classrooms so that migrant children coming into the new school can be oriented at once into an educational program. The teacher and the teacher aide in such classrooms quickly assess the child's skills levels, help him make selections of learning areas, and use prescriptive teaching to improve his skills. Continuous assessments are kept of his progress which is charted daily and weekly. Children enrolled in such classes have no difficulty adjusting to the school, and enjoy making learning progress.

However good this program is, it unfortunately does not serve all migrant children. Those children at pre-school age and at secondary school age by and large are not participating.

The problem is that schools depend heavily upon categorical aid funds to serve migrant children. There are not enough of these funds to go around. Since they are compensatory funds, migrant children have to participate in a basic program before the Title I funds can apply. Funding should be on the basis of the number of children actually successfully served, instead of on the present basis, which is not a valid base.

Another deterrent to programs being better is the late funding. Many times funding has not come until the latter part of August or even later. Much of the time we have received continuing resolution funding with a late announcement. In order to properly plan next year's program, we should know that we will have funds by no later than April.

We are at the present time under a continuing resolution and have just received a grant award for the third and fourth quarters. As you know, we cannot encumber money until we have received the grant awards.

The concept of compensatory programs for the children of migrant agricultural workers is a good one. It should not be dropped. A few of the important reasons are the following:

It is one of few, if not the only program, where there is much coordination and exchange of ideas, people, and educational effort and processes. Across this Nation is a body of dedicated educators who are working with each other and with migrant families through parent advisory council to provide equal educational opportunities to migrant children.

Forty-eight states are tied together by a network of teletype wires leading to a huge data bank in Arkansas where the academic and health records of migrant children are kept. This system gives migrant children identity, makes it possible for them to be fitted quickly into programs according to individual needs wherever they are, and has actually saved some of their lives.

This is not a "do-gooder" or "sob sister" appeal to retain a program for the sake of a program. This is an appeal to retain a program that is making a difference in the lives of at least 370,000 migrant children. Not only is it making a difference in *their* lives; other children across the nation are benefiting from the migrant educational programs as a result of innovative and individualized programs. Such programs implemented with migrant students first are often recognized and transported to other classrooms not having migrant children.

Indeed categorical and supplemental funding for educational programs for migrant children should not only be continued—it should be expanded.

STATEMENT OF WINFORD MILLER, ADMINISTRATOR, MIGRANT STUDENT RECORD TRANSFER SYSTEM, LITTLE ROCK, ARK., ACCOMPANIED BY DR. LEO LOPEZ, CALIFORNIA; DALE HILBURN, FLORIDA; VINCENT SERRANO, KANSAS; JESSE SORIANO, MICHIGAN; EMMETT SPURLOCK, NEW JERSEY; JAMES O. CLICK, WASHINGTON

Mr. Lopez. I am very happy to be before your committee to present the story regarding migrant education. It is not a story. It is a very hopeful program in the country on behalf of migrant children.

We are here to testify in behalf of H.R. 69, specifically the migrant education section part of the program. We are here representing 17 States. I think we appreciate the fact that we can get together to make our presentation because the children we are talking about belong to a school district called the Nation. We are talking about 1 million migrant children in this country. They do not belong to any particular State. They belong to all of the States. They do not belong to one particular school district. They belong to all of the school districts.

We are talking about 1 million children in a school district called the Nation. We are going to, each of us, limit our presentation to 5 minutes. We felt it was very important that every one of these States have an opportunity to make a statement on behalf of these 1 million youngsters. Each one of us has a unique problem in our State. Each one of us is serving the youngsters perhaps in a unique way, but we are nevertheless still serving all of these migrant children.

My statement briefly is that we respectfully urge your support in passage of the H.R. 69. It is the only proposal before the 93d Congress that can save and maintain compensatory education for migrant children in 48 of the Nation's 50 States. There is no need to mince words. This committee and the 93d Congress are faced with two alternatives. You can by passage of H.R. 69 guarantee the survival of a migrant children program, which is one of our country's most significant educationally and socially responsible achievements; or this committee by failure to report out H.R. 69 can extinguish the brightest hope these children will have for escape from stoop labor to a better life.

There has been much concern about the migrant education and how it will fare out in the revenue-sharing proposals as set forth in the new budget that just came out. To us, revenue sharing relegates an uncontestable national priority to proper education of migrant children to the whim of local superintendents who may be hostile to the program or he may give a low priority, spending a fraction of the entitlement to windowdressing.

Block grants would mean abandoning a systematic scientific method of determining an impacted district and substitute in its place openhanded dispersement to virtually anybody and everybody who claimed to be a migrant population. Even assuming that local school districts have the inclination and expertise to do the job, revenue sharing would still leave the future of migrant children to a fiscal problem closer to geographic roulette.

States, let us face it, have not assumed responsibility for compensatory education in the past and there is scant assurance that anything short of categorical Federal funding will dispatch these financial resources to the program districts at the proper time. This is so true about migrant children.

Consider the problem of voluntary compliance by State and local districts. In California, for example, prior to the implementation of the migrant program, only 4 percent of migrant children were being served by a local educational agency. Only 4 percent. Today in contrast, more than 65 percent of these children are now receiving attention.

In addition to academic help, they are getting medical, nutritional, and cultural services previously denied them. Revenue sharing will not simply transfer stewardship for migrant programs to willing hands. This is a fact. If the administration holds to such belief, it is totally innocent of any contact with the hard truth of the historical difference of these children.

In my testimony I have attached letters that will justify this and also studies, and one of them, a study that was made by GAO of the country. Migrant education must be a State-board-coordinated effort. Only if leadership is provided from a single office could there be certainty that education will be continuous and of consistent quality as migrant children move from district to district and State to State.

Our program in California has demonstrated how successful a State operation can be. We have shown tremendous growth and reached children. As I said, we are serving at least 65 percent of our total population estimated at about 80,000. Unfortunately with the money we cannot reach all of them, but we are reaching what we consider to be the hardcore group of youngsters in the State.

Again we emphasize the State nature of the program, the national nature of the program and other States that will follow will be speaking to that point. We do have some recommendations to make, however, in regard to the bill that is before you. One of them is, and these recommendations come to you from the directors of migrant education that met here in Washington several months ago. They got together and decided these were some of the things that were needed in any legislation that is to serve migrant children.

First of all, a new formula should be established based on the actual count of children as identified throughout the Nation and registered in the transfer system. Moreover, and I think this is very significant, this should include children of Puerto Rican parents who are migrant workers. Today they are not included.

There should be fully appropriated funds for all title I programs. An Indian child is competing for funds with the migrant and ghetto child.

We recommend that the funded program for migrant children should be expanded to include needs of the 5-year migrant child currently authorized by legislation. The 5-year migrant youngster is one who has dropped out of the mainstream for a period of over a year and then he is supposedly then being served, but only if funds are available. Most of these children that drop out of the mainstream are still in areas not served by other Federal legislation such as title I.

Another State will speak to that point.

Legislation we also feel should be adopted to provide a compatible and expanded definition of who is a migrant child. We have much confusion of who is a migrant child and this should be clarifed by legislation. Legislation should be adopted to authorize the expansion of the migrant program to meet family unit needs.

I think here again when you serve only the migrant child and not the parents, we do not have a comprehensive service to them and this would be education, health, and welfare needs of the child. This is especially true of the migrant family. The migrant family travels hundreds of thousands of miles to find work because he does not want to become a welfare case. Now for them to receive other welfare benefits, they must stay home and go on welfare and I think this is wrong.

We also need extensive pre and inservice training for development of migrant education staff. This legislation should authorize—someone answered earlier to the question what is the most significant or important feature of any program?—and we feel that it is the staff that is working with the migrant children. This should be a clear declaration of legislative intent that migrant education by reason of migrant stream is conducted in school districts which are realistically more a part of the Nation than a State or local entity.

Again we are talking about the national nature of the program.

There should be some greater flexibility of Federal registers or subsequent audits so schools providing education can be more innovative without penalties. There again most of your guidelines, most of your laws or most of your legislation is geared to services being provided in a school district. These youngsters move within school districts and within regions in a State and within counties and within the country.

We should have flexibility to make sure there is continuity of services there and, therefore, more freedom in regard to Federal guidelines.

Lastly, unused funds returned to the Federal Government should be authorized for reallocation to the States where funds are insufficient for existing needs. It is very difficult again to determine how many youngsters are going to be in a particular State or in a particular region or school district. Very often a State will receive funds and there will be failure of the crops or there will be a freeze like in California recently and the funds could be used somewhere else.

I am not saying we have the carryover funds in California, but in some States this does happen. Crops change and the weather makes it difficult to predict. It is very difficult to predict that.

In summary then, it is imperative that the funding be continued for migrant education. There must be categorical moneys saved from capricious diversion to less crucial efforts. Migrant children are becoming better achievers. More of them are entering and finishing high school. Only through education can these youngsters be provided free and rational choices for the future and only you can provide funding for the migrant children who deserve a better chance in life.

We believe H.R. 69 will give it to them.

Thank you.

Mr. BELL. Thank you very much, Mr. Lopez.

Mr. Dale Hilburn.

Mr. HILBURN. After that comment by California, I think I will address mine to the concerned areas because I am sure you are going to enact the bill as proposed. Leo mentioned concern in funding. I would like to start with this in my presentation.

We are funded by the way the law is written now that it is up to the Commissioner of Education to devise the best formula available to him to appropriate funds to the migrant program. Since 1966 enactment of this amendment, he has funded State plans based on U.S. Department of Labor statistics on a number of adult migrants as reported by the Department of Labor and for each full-time adult, we are granted three-quarters of one child as a method for funding.

In Florida last year the Department of Labor on that formula came out with Florida with 14,965 migrant students between the ages of 5 and 17. We were funded accordingly and yet with those funds that we received for that number of youngsters, we served an average daily attendance of 28,200 youngsters.

The GAO report that was released in February was critical of the migrant program not serving youngsters in many districts, but here again you are limited in the funding that you are getting. Therefore, there is no way with that limited funding that you could serve all of the kids and it is hard for migrants to understand why they may receive service when they move into one district and when they move to another district they get no service.

The migrant transfer record data system has been operating now for about 3 years. We are able to supply through that an accurate count of migrant youngsters that are attending the schools and my suggestion is that that data from that record system be used to appropriate the funds for the migrant child.

The topics that I have listed these in are probably hard to understand. My second one is fragmented services.

In talking to this, I am not just talking about the migrant child grant, but the whole family. You have criteria bases for selection of participants in an adult migrant program funded by one agency. You have a different criteria for selecting the schoolage child from 5 to 17 and then you will have a different criteria also for a day care center.

With those criteria the way they are administered now, it is almost impossible for an entire family of any one of those definitions to receive these services. My recommendation here, and it may not only be in H.R. 69, but of any concerning a migrant program, is that there would be a constant criteria used for participants.

You get seasonal farmworkers and in the State of Florida we have many more seasonal farmworkers than we have migrants and the seasonal farmworkers definition is that if half of your income is derived from agricultural work, then you are a seasonal farmworker.

The third area is categorical aid. Dr. Lopez presented this very clearly. If you go to revenue sharing, and I don't know what that means other than it would be left up to the local district to decide how the funds would be spent, then the migrant child would go right back to where he was in 1965 and previous with no concern of continuity of education for that child as he moves from one district to another or from one State to another.

In the State of Florida, the school system is designed with a lot of autonomy for school districts. There is no set curriculum that all school districts must have. Therefore, by design, it would be impossible for a child to receive any continuity of education without some central control and I don't think just the State is an answer to this. There must be a national effort made of unity between 48 States.

Other than that, I would like to mention that the three major focuses in Florida of emphasis on the migrant program, almost 50 percent of the migrant funds that come to the State of Florida is spent in early childhood education for 3-, 4-, and 5-year-old migrant youngsters.

In the testimony submitted to you, one piece of data that I would like to mention here, last September an assessment of youngsters entering the first grade using the first grade screening test, the 5-year-old youngsters or 6-year-old youngsters entering the first grade, 51 youngsters were given this test that had 1 year of the migrant preschool program. Of those 51, 60 percent of them projected failure or maybe to present it positively, 40 percent of them projected being a successful achiever in the first grade. Fifty-two youngsters entering the first grade that had had 2 years of preschool, 67 percent of those youngsters on the first grade screening test projected success as a first grade student.

This may sound low, but statistics have been released and in previous testimony in years past to you here, it has stated that migrant youngsters entering the first grade with no preschool experience, that at least 20 percent of them, only 20 percent of them had projected a chance to achieve successfully in the first grade. This is the basis for Florida concentrating the majority of their funds in the preschool area.

The second priority of the program is vocational and we hope it is relevant. It is not a typical vocational type setting, but we provide 57 classrooms scattered through the State of Florida for migrant youngsters only between the ages of 14 and 16 in attempting to give them an opportunity to at least achieve skills that when they did drop out of school later on or if they complete school later on, they will have an opportunity to choose between doing agricultural work or some other occupation.

The third area is in language arts. This is predominantly in the grades 1 through 6 and as the previous group from Detroit testified, in the migrant program in the State of Florida, we run the entire language arts program on a criterion assessment or the reading program using a criterion assessment instrument. This does more than just identifying those specific skills in reading that a youngster would need to be taught. It also gives us a means through the transfer record system to communicate from one district to another district exactly where that child is being taught when he leaves that school district. There does not have to be a reassessment then every time he enters a school district by using a criterion method that can be communicated through the school system.

Mr. **Bell**. Thank you, Mr. Hilburn. I want to point out one thing that both you and Dr. Lopez mentioned, that there are three areas in which revenue sharing would concentrate—title I, migratory workers and those of delinquent children—and the problem of the migratory who work throughout the State. The State organizations would then determine how that would operate. It would not be necessarily attached to a local area which would then go into limbo, so I think that problem would be taken care of.

Mr. **Hilburn**. But I would have a fear and I lightly said there needs to be a national effort because maybe the State of Florida, if given money, would continue the effort they have now, unless it was earmarked that they had to, then they would. But if it was not, if they had an opportunity whether to spend it on migrant or in some other area——

Mr. **Bell**. No. Don't misunderstand me. When I have been talking about controls, I don't mean the Government would be taking control and saying, "Here it is." There are going to be guidelines, but there are going to be less of them. That is the important thing to remember in the revenue sharing. There are going to be less entangling type of guidelines. In my district of California I have people complaining that there are many guidelines in the old title I programs that are very confusing. There are going to be less of them, but that doesn't mean that there won't be some guidelines delineating what one is supposed to do with the money.

Mr. **Hilburn**. I probably exceeded my 5 minutes, but I am a southerner and I am disadvantaged and I can't speak as fast as Leo. Monday before I left to come here I received from the Office of Education, which I don't know if you are responsible for it directly or indirectly, that the State of Florida has cut this current year's appropriation of some $740,000.

Mr. **Bell**. On what particular program?

Mr. **Hilburn**. On the migrant program. We have been operating our program in Florida since September. Monday we received notification that the Florida grant had been cut from $8.9 million to $8.1 million. I had no choice but to immediately send out messages to each county school district notifying them—this was about 11.4 percent of what we had already approved their programs to be operating on—

that they had to cut 11.4 percent of their program right now and this will have to get into personnel.

They are going to have to release personnel between now and the remainder of this year. The man spoke earlier from Detroit about the uncertainty of funding. We need the best teachers we can get to work with these youngsters. Right now we have no idea what we are going to have next year.

Teachers would like to be assured that they will have a job next year.

Mr. **Bell.** Does that mean it was cut from the previous year?

Mr. **Hilburn.** On a continuing resolution of 1972 funding, the Florida grant was $8.9 million. To continue fiscal year 1973 at that same level we had to absorb some because of the increased cost, but at least operating on the proposal that we would have at least as much as we got last year. We were operating at $8.9 million in Florida. Then Monday we received notification that we had been cut $740,000 and everyone sitting at this table except the State of Maryland got the same cut.

Mr. **Bell.** I don't know why that was done. I suppose it was because of budgetary restrictions.

Mr. **Hilburn.** I have been hearing people on television talk about impoundment. I think that had something to do with it.

Mr. **Bell.** No, that is a different matter, I think. But there may have been some cuts. I would like to know about the specific one because I think that is an area where there should not be any cuts.

Mr. **Hilburn.** Up until this time the migrant program in the previous legislation, we were appropriated at the time as an amendment to title I, the appropriations went to the migrant program first. I guess what was left went into the regular title I. But as far as I know, we are the only program in the State of Florida so far of all Federal programs that have received notification of a cut in the current year program funds.

Mr. **Miller.** Mr. Bell, I would like to address myself to that particular area. I understand that pending legislation that has been presented to Congress by placing a floor on regular title I, a ceiling has at the same time been placed on State agency programs in essence, meaning that State agency programs could not ever receive more funds than they are presently receiving or that they receive in fiscal year 1972.

This, in essence, would practically kill the migrant program. There are several bills, I believe H.R. 16654 had this in it, that the President vetoed and in all probability this is the reason for the cuts in the migrant programs in the States.

Mr. **Hilburn.** I would imagine some Congressmen will be receiving some letters of concern if they haven't already from local districts.

Mr. **Bell.** I am sure we will.

Mr. **Lopez.** I believe the question was answered.

Mr. **Bell.** Vincent Serrano, are you from California?

Mr. **Serrano.** Unfortunately I am not.

Mr. **Bell.** As another Californian I want to welcome at least Dr. Lopez to the committee.

Mr. **Serrano.** I say unfortunately because it has made great changes in education.

I am the State migrant programs coordinator for the State of Kansas. My comments are very much in keeping with what has already been stated, but I would like to provide the opportunity to give my reactions from our point of view as a small receiver State and as was mentioned before, the funding has been cut in our State also to the point that we are going to be unable or we are not going to be able to encompass a program that we needed to this year, because we found additional children in Kansas that needed to be served.

The fact of the matter is, the cut which was about $43,000, would have easily taken care of that particular program, but as it stands, we are going to have to start imposing additional cuts on ourselves by, two additional percents of the initial 10 percent cut in order to be able to encompass this program, which in turn starts diluting all of our programs in the State of Kansas and diluting services to the children, so that is to me a great big whack and is going to cause a large amount of hardship, not only to the school districts that are running these programs, but more importantly to the children.

The continuation as has been mentioned of categorical aid must still be kept in that manner, either as indicated under House Bill 69 or maybe as you have indicated in revenue sharing, but our concern was that in some of the information we had gotten about revenue sharing, which is very nebulous and extremely vague, was that not even small mention or even alluding to migrant education was included.

Consequently, our concern was very, very great because the only earmarks that we had seen was one that we could identify with, was funds for the disadvantaged and to me that meant that in essence what was going to happen was that they were going to throw the dollar in a pot and everybody scramble for that dollar and mainly the migrants in title I.

I was very, very apprehensive about that situation.

Mr. Bell. Thank you, Mr. Serrano. It is my intention, Dr. Lopez and Mr. Hilburn, to look into that which you are telling us about this morning, and, Dr. Lopez, if you care to reach my office, I will be able to tell you in a day or two what the problem is and why the cut was made. I don't agree with it myself. It is certainly not what I think we should be doing.

As you will note, Mr. Ford is back from the Democratic caucus and I am going to have to move to another meeting. So I am going to deliver the gavel over to Mr. Ford from here on.

Mr. Ford [presiding]. Thank you.

Mr. Lopez. Mr. Ford, may I make a suggestion here? We have 14 States here in addition to the ones that are present at the table here. We have persons here from Virginia, North Carolina, Utah, New York, Ohio, Indiana, Massachusetts, Arkansas, New Jersey, Florida, Washington, Kansas, and California. We have limited ourselves to a 5-minute presentation in order to give each one of them an opportunity to make a statement.

Mr. Ford. Thank you. I am sorry that we have been interrupted the way we have this morning. You may have been reading in the Washington Post that we had a continuation of what was billed as a reform caucus. I am pleased that a major reform of the rules was adopted overwhelmingly, two of them this morning while we were gone. These are important actions in terms of our ability to do what members on this committee would like to see accomplished.

Before we go on, I would like to ask a general question so that members of the panel can be thinking about it. Have you seen this GAO report, all of you? I wonder if you would be thinking a little bit about addressing yourselves to the comment in the GAO report on the impact of Federal programs to improve the living conditions of migrant and other seasonal farm workers that relate specifically as they have categorically here to education, and particularly their comments with respect to their finding that a number of States, and they singled out mine as well as some others, were not utilizing available programs so that we might not leave this record barren of any response to that suggestion. Mr. Serrano?

Mr. **Serrano.** I was in the middle of my presentation.

Mr. **Ford.** Serrano is a famous name in education now, and a very good one, I might say.

Mr. **Serrano.** I think so.

Mr. **Ford.** The administration is trying to kill the program that started that suit. That was a legal services lawyer that developed that suit.

Go ahead, Mr. Serrano.

Mr. **Serrano.** We in Kansas still support the fact that it must be a state-operated program with Federal guidelines, so to speak, so that these children will be served accordingly. If we leave it up to the locals, the locals will more or less take their prerogatives in terms of autonomy, and do with the funds or do with the programs what they may. They may set up a very good program which many of them do or they may just avoid the migrant children or ignore them.

I think that, as I said before, many of the things I was going to point out have been pointed out very well, but the one thing that I wanted to conclude with was that someone must be the advocate for the migrant children. That is the reason why we as State directors got together in order to present an advocacy group. We also are imploring you as congressional delegates to also take up the cause and become advocated for migrant children, and their education, and the one thing that I want to conclude with is simply that we must continue to adequately support, and fund the educational programs for the children of the hands that feed us. They are the Nation's children. They are the Nation's responsibility.

Mr. **Ford.** Thank you very much.

Mr. Soriano.

Mr. **Soriano.** Thank you, Mr. Ford. I am glad to see you were able to make it back, Congressman Ford.

Substantially I can't say much different from what has already been said by California, Florida, and Kansas. Migrant children is a national problem and a national population. They are a national concern. I am happy to have the opportunity to point out to many people that are not aware of it now that Michigan is one of the largest users of migrant farm labor. Not only is it one of the largest users of migrant farm labor, it is consequently one of the largest receiving States of migrant children.

It receives one of the largest allocations for migrant children under title I ESEA. Because it is a receiving State and because it certainly in numbers does not compare with some of the other States, I think very frequently we overlook the difficulties which present themselves to receiving States such as Michigan. All of a sudden in June or even as early as March, our State is impacted with hundreds, thousands of workers who are alien to Michigan in many ways, culturally, linguistically, and they are not seen always as a responsibility of State by local communities.

In fact, in many instances they are not completely appreciated in spite of the fact that they do come there to harvest the crop. Most of the youngsters that we receive in Michigan are Mexican-American. They are Spanish speaking. They come from the Rio Grande Valley in Texas. That causes us an additional problem in Michigan, and that is that we have to set up programs which are very short term. Not only are they very short term programs but they have to be programs which concentrate almost exclusively on oral language development, and to a greater degree on the development of self-confidence of children, or a positive self-confidence.

With the $3.5 million we receive under title I ESEA in Michigan, we enroll in our 50 program cities upwards of 10,000 children. These include both summer migrant children, the ones that come and go in the summer, and also the ones that remain as so-called 5-year migrants.

In Michigan, through the efforts of the State Department, we have been able to afford continuity for migrant programs. Given State direction, we have been able to provide curriculum development which is relevant to migrant children. Curriculum materials right now which are probably some of the most sophisticated oral language materials produced by any State in the country. These are materials which are disseminated nationally and are in use by numbers of other States.

As an additional element in the continuity which the Michigan program provides is the fact that all Michigan educational programs have to abide by the common goals established by the Michigan State Department of Education and the accountability model that is established by our State Department. At least based on some of the results that we have now, the educational efforts of the migrant program have proven to be successful. In some areas we have gotten some dramatic results. In 6-week programs, in 5-week programs, in 4-week programs, we have been able to show gains, reading gains of almost a year for a 6-week program, or a 6-week treatment.

We cannot simply judge the program on the basis of what effect it has on the children themselves. However, in Michigan, as in most of the Midwest, I think it is the migrant program, the migrant education program, which has provided the impetus for other activities which are directed toward the Spanish-speaking populations, which seem now to be arriving in larger numbers and remaining in much larger numbers in the Midwest, including in Michigan.

Michigan every year is faced with hundreds of Spanish-speaking children, ex-migrants who remain in the State, and for whom our local schools have no preparation, or have no particular educational solution. It is migrant education in Michigan that has provided teacher training for teachers who work with Spanish-speaking youngsters. It is migrant education which has provided the community awareness in Michigan, community awareness about Spanish-speaking populations.

It is the migrant program which has brought about local cooperation with migrant children, and certainly in many instances has brought about a local appreciation of the culture of the migrant. I think an indication of the importance of migrant education in Michigan right now is the fact that our Governor has established an inner agency migrant affairs committee who has as one of its major responsibilities the looking at or taking care of migrant education in our State.

While our concern certainly is for the moving migrant, the migrant youngster who comes and goes into our State, in the Midwest certainly an equally great concern is the migrant who settles, the migrant who remains in our region, and these are increasing in numbers. It is ironic that as we look at the legislation now, it states that while children are migrant, we may provide services, but once they have settled, then the services are curtailed.

In Michigan, as in the rest of the Midwest, the settled migrant for us presents equally as great an area of concern as does the migrant who comes and goes. To suggest that the minute that a migrant child settles or achieves some permanence in a school district, to suggest that his educational problems are all over, is of course nonsense. In some instances his educational problems may simply be beginning.

I think in conclusion and summary, while I have spoken about Michigan's programs, we are talking about a national program. We are talking about a program for which local communities cannot be given responsibility, local communities whose concerns and commitments may be to other populations, local communities who certainly cannot provide the continuity in programing that is needed by migrant children. In addition to that, I think that the categorical nature of migrant funding has to remain because it has been demonstrated in my State that given their local commitments and concerns, local communities are not going to choose to serve migrant children first. They have other commitments, and perhaps rightfully so in some instances.

I think finally that we must keep in mind again, and this is my concern, that in States such as Michigan, receiving States, attention and legislation must be paid to that settled migrant who has not been served by other Federal funds, and who cannot be served by other Federal funds given their guidelines and their restrictions. Thank you.

Mr. FORD. Thank you. We will go now to Mr. Spurlock.

Mr. LOPEZ. May we deviate from the list. The gentleman from Arkansas unfortunately has to leave.

Mr. MILLER. Mr. Chairman, I am Winford Miller, administrator of the Migrant Student Record Transfer System, Little Rock, Ark., an employee of the Department of Education.

I would like to say I am most appreciative for having the opportunity to speak to you about your efforts of continuing the migrant education program of which the migrant student record transfer system is a part. We believe that it is probably the most innovative and most functional effort that has taken place in education. We certainly, as I said, support your effort in extending legislation for educational programs such as the Elementary and Secondary Act.

You might ask, why was there a need for a national migrant student record transfer system? I think if you know the nature of migrants, they move so frequently and so often that their school and health records never did catch up with them. So there was a need for an automated system to be developed to do just this, to transfer these children's school and health records with them as they entered schools, so that teachers could make an accurate assessment of where that child was and place him immediately.

I also think that Congress recognized this need when they passed Public Law 89–750 in 1966. Immediately after this 48 States got together and devised and designed this system that I am speaking of that helps transmit the children's school data to the schools. There were two facts that were much in evidence. One was in order to be effective, the national migrant student record transfer system had to be a national effort and this was the reason for the 48 States agreeing to such an effort. Second, it also had to be automated. This was as we feel the first massive effort on interstate cooperation between States. The first massive effort for interstate cooperation from 89-750 funds.

It provides literally thousands of people a cohesive structure within which they may cooperatively devise and implement programs of education and health care for more than 500,000 migrant students. It assists teachers, nurses, medical doctors at all levels of administration in discovering new enrollment dimensions of migrant education and hence it helps them uncover new informational needs to support the decision-making processes that are so needed in migrant education.

How does the migrant student record transfer system work? There are three basic concepts or three basic elements. The school, teletypewriter, and the computer. As you might expect, the school implements all information to the teletypewriter which transmits the data to the computer, and with a very rapid turnaround we can provide critical data to those schools within a 4-hour time limit, so that these students can be placed immediately.

There are many types of information that is available on this record that you have before you, which I will not go into at this time. What services can be provided for this group of children that we are talking about ? Health care is an important one. Statistics for management purposes. Statistics for program planning. All of this, keep in mind, is a national effort, and I make reference to these on page 7 of my report for a more complete list.

What are some of the benefits of the national migrant student record transfer system? It can produce more and better academic and health programs for these children, and a healthier school environment which will offer these students a vocational option. This is also referenced on pages 12 and 13 of my report.

How is this national migrant student record transfer system funded? Forty-eight States, mind you, agreed to set from the top of their allocation and allow the Commissioner of Education to hold at the national level and fund this most important endeavor. Therefore, the USOE becomes our contracting monitor for the national migrant student record transfer system.

The migrant program that has been spoken of, and the way it is funded on a formula basis, I want to say at this time I think is very unfair to many States and to all States, being based on labor statistics. We would like to take this opportunity to stress the importance of using an actual head count in the national migrant student record transfer system for better funding to each State.

I understand that the latest Department of Labor count reduces to 101,000 children that States will be funded on in fiscal year 1973. At this time we have approximately 390,000 already in the data bank at Little Rock, Ark., and this is going up at approximately 9,600 per month. State directors are trying to get every migrant child on the data base.

Mr. FORD. Let me interrupt to ask you a question. You are touching on something that is of great concern to those of us who have lived with this bill from its beginning. If we were to amend the act to provide for a different means of counting and spell out requirements that the Office of Education, that HEW use this statistical basis rather than that which has been prescribed by the Secretary under his authority which we previously gave him in the act, when would you be ready to give us assurance that this bank could cover all of the States without omitting people?

Mr. MILLER. Tomorrow.

Mr. FORD. You see the point I am getting to, are all of the States participating to the point where no one would be injured by our attempt to improve your status?

Mr. MILLER. Yes, sir. We are constantly having data base validation to insure a clean data base, and that every State who has submitted children on the data base is actually there.

Mr. FORD. I know you have to leave early, but I wonder if we might impose on you at least as one member here to talk with our professional staff about the possibility of drafting language that would accomplish this sort of thing?

Mr. MILLER. Yes, sir. I would be delighted to do so.

Mr. FORD. I am sure it will have a very sympathetic reception in this committee, and this is now the moment to do it.

Mr. MILLER. Mr. Ford we would also like to recommend at this time before the question and answer period that 5 year migrants we made mention of could be included if the States so desired to be placed on the data base.

Mr. FORD. Fine. We will hope that you will have staff contact you from both sides of the aisle here and see if we can work something out.

Mr. MILLER. I would also like to make reference to my concerns on special revenue sharing if it were to become a reality. I have two things especially from what I have been told about revenue sharing, that the limited financial provisions now being made dictate that each State limit service programs to the highest concentration. If this is so, and special revenue sharing were to become a reality, I assume that it would apparently mean that funds would be distributed to more schools, thus more students with each student receiving less services.

Mr. FORD. Let me say that what you have just proposed, as a way to put the money where the child that needs it actually is, won't work if each of the States is going to have its own way of distributing the money within the State. At least as though these funds we would have to hold them out of any such scheme in order to assure it works. There is no way to make it work if 48 or 50 States are going to have their own system of distribution.

Mr. MILLER. That is exactly right. Revenue sharing promises to dilute the effectiveness of the migrant program and add to this dissolution, as I mentioned a moment ago, a continuing increase of 9,600 a month in the data bank, it becomes clear that a reduced level of funding will for all practical purposes be an abandonment by the Federal Government of its responsibility of the education and health of the most disadvantaged of the disadvantaged youth in our Nation. And we emphatically state at this time that they have been the forgotten group and will continue to be the forgotten group if they become part of revenue sharing, because prior to 1966 only 8 percent of migrant children in the Nation were being served and, if the States have the responsibility to continue intervening, they are going to serve those whose parents are voters, those that are State residents.

Mr. Chairman, I would like to also say in summation that I support the basic approach in H.R. 69. The philosophy I think is sound because the migrant program is rural in nature and does not fit in the urban title I program. I strongly support that the State agency programs be separated as they are in part B, of H.R. 69, and that each one have a separate line item appropriation and that this line appropriation for the migrant program be based upon the head count in the national data bank in Little Rock, Ark.

I too want to say that I think it must be kept categorical at all cost. In conclusion I believe that H.R. 69 dictates the clarity of your understanding of the problems in education and your intent to honor the Federal commitment to ever better educational and health programs for migrant children. We solicit your support as already has been mentioned here this morning of helping us and of helping the directors of all the States continue their effort to serve this forgotten group of our country. Thank you.

Mr. FORD. Thank you. Will you be able to stay for a little while?

Mr. MILLER. Yes.

[Letter submitted by Mr. Miller to the subcommittee at a later date follows:]

STATE OF ARKANSAS,
DEPARTMENT OF EDUCATION,
Little Rock, March 14, 1973.

JACK JENNINGS,
Legal Counsel, General Subcommittee on Education,
Washington, D.C.

DEAR MR. JENNINGS: The outbreak of typhoid fever in Dade County, Florida has received nationwide attention of which we here at the Migrant Student Record Transfer System have been widely involved. I am enclosing the exact nature and happenings that were involved from the beginning to the present, and would like for you to enter this into the record as part of my testimony to show the capability and how important the Migrant Student Record Transfer System is for migrant children.

There were some 232 children involved in this process. At the present all with the exception of eight or ten have been located where they can be under the care of health department officials.

Through conversations with Mr. Dale Hilburn, Florida Migrant Education Director, Mr. Fred Smith, Florida Coordinator for Migrant Education, terminal operators and Mrs. Carolyn Coronado, Florida City terminal operator, it was learned that an outbreak of typhoid fever had occurred in the South Dade Migrant Labor Camp.

The staff of the Migrant Student Record Transfer System determined that the following was the most expeditious process to be followed by this office in assisting in the location of migrant children who might have been exposed to typhoid fever:

1. Screen the daily computer output to the Florida City terminal operator since December 1, 1972, (the date selected by Dade County Health Department) to determine the migrant students who had left the school of their enrollment since that date.
2. Print student records of all students found in No. 1 above.
3. Send by teletype to the Florida City terminal operator a list of students found in No. 1, their identifying data and their schools of last enrollment so she could determine those who had been residents of the labor camp.
4. Send to terminal operators in other areas of the county where any of these students had moved on an interim basis and where they were presently enrolled according to their data base records.

This procedure was followed. Student records were requested from the computer on March 6. The list of students mentioned in No. 3 was sent on March 7. Other known affected areas were notified on March 7. Because of some students not being enrolled in any school on March 7, a nationwide alert was sent to all 129 terminal operators in the U.S. requesting them to alert their schools to the possibility of their receiving one or more of the migrant children who had been residents of South Florida and some Florida telephone numbers they should contact for instructions should they have such enrollments.

On March 9, a nationwide alert was given to terminal operators on certain children who had not been located by Florida officials. A request was made that a report be made to the MSRTS office if and when these children were located so the total effort could be coordinated with Florida officials.

Constant contact was maintained by the MSRTS office with the Florida City terminal center in efforts to use the System in locating the migrant children who had moved from the Dade County area. MSRTS efforts were also coordinated with the Dade County Health Department.

The MSRTS office is maintaining the same procedures for safeguarding the privacy of student data that is normal for this System in that student names are given only to state departments of education and to schools or sent by wire to terminal operators who serve the schools.

If I can furnish you any further information I will be most delighted to do so for the benefit of all that are involved.

Sincerely,

WINFORD "JOE" MILLER,
Administrator, Migrant Student Record Transfer System.

Mr. FORD. Now, Mr. Spurlock.

Mr. SPURLOCK. Mr. Chairman, Congressman Forsythe, ladies and gentlemen. I have heard so much said here that I don't know where to start.

Mr. FORD. Let me say, if it has not yet been so moved, that I ask unanimous consent that the prepared statements presented to us be inserted in the record before these comments of each of you gentlemen so that what you are saying would be supplementary to your prepared statement, and you can go on and amplify.

Mr. SPURLOCK. As I see it, the migrant problem is a national problem the Federal Government should be concerned with. It is not a local problem confined to any State or any given locality. New Jersey saw this back in 1942. The State of New Jersey appropriated $45,000 to deal with the migrant problem. It dealt with this problem up to 1966 when the Federal Government entered into the picture. All during that period the migrants were traveling from Florida to New Jersey and New York, and other parts of the country, as well as traveling out to the Midwest.

These people are on the move. Each move they made they carried with them their children and many of these children found it very difficult to adjust themselves in the various schools in which they found themselves.

The migrant child has been poorly served by traditional classrooms. His adjustment to new routine and readiness for subject matter and skills taught in a conventional way are not conducive to continuity of education essential to his needs. In this group of moving migrants, we find many non-English speaking migrants. They too find it very difficult moving into a locality where they are expected to function in English when they can only speak Spanish. These are some of the problems that they found in migrancy.

As I see it, the migrant child is a ward of the Federal Government and as such I think whatever programs that are initiated by the Federal Government should have a great bearing on how these children are trained. There is a definite need for Federal funds designed for specific programs and qualified people and innovative approaches to education.

As I see it, this can only be accomplished with the coordination and guidance of the Federal agencies. Approximately 380,000 migrants in this never-ending cycle of frustration may still find themselves suffering from discrimination, hunger, poor housing, insecurity, and inadequate education.

Because of their mobility, the education has little, if any, continuity. They are from families who harvest the crops for us. Although they are an economic necessity, they are a faceless and improverished people. It seems to me in looking over what has been said, and to what I have here, that education of the migrant children by its very nature is a Federal responsibility. Local school boards cannot provide adequate educational services for migrant children without the aid of the Federal funds designed specifically for such purposes.

There is a definite need for increased opportunity, for purposes of lessening the number of dropouts in schools, providing vocational training, preventing increased welfare rolls, preventing juvenile delinquency, and curbing the increased crime rate and social ills.

Mr. SPURLOCK. So we do more of this in this country to take more people off of the welfare programs?

I therefore recommend to this group that you support our efforts to continue this program as we are doing it on the Federal funding guidance and coordination to see that this program is operated the way we operate it.

Thank you.

Mr. FORD. Thank you.

Mr. Click?

Mr. CLICK. Thank you Congressman Ford and members of the committee. I am happy to have this opportunity to enter testimony into this record on behalf of my superintendent of public instruction, Dr. Frank B. Brouillet, State of Washington.

I might say for your benefit that Mr. Meeds, a member of this committee, has been one of the most active persons not only in this legislation but in the OEO legislation in working on the problems of my grants.

Mr. FORD. He happens also to be very active reformer in the Democratic caucus and when I left he was one of the people carrying the battle on the floor and that is why he is not here to be with you.

Mr. CLICK. Thank you.

I appreciate that and we certainly have appreciated Mr. Meeds' support in this program over the years.

I am going to only highlight some of the statements that I have made in my formal statement presented to the committee and touch upon some of those things that have been mentioned this morning.

We in the State of Washington are a receiving State. Of course most of our children come from Texas early in the spring and stay in the State for various crops during the year and return in November.

We have been serving about 9,000 children on the average. Many of those during the summer and the majority of them during the regular term.

Some of the indirect services in addition to the direct services that we provide in typical programs, I think would be of interest to the committee.

These include teachers aides of course to assist the teachers. Regional media centers. Providing curricula material, audiovisuals and so forth.

The interesting thing about the aide program is that 75 to 80 percent of these people and the majority of them are of the ethnic background of the migrants find through this program an opportunity to increase their education also and many of them are in career development programs.

Through a leadership activities unit, we provide services to the Parent Advisory Committee. The Parent Advisory Committees in the migrant programs are very important and through these activities, we are getting the migrant people involved in school programs in a receiving State we depend more upon those who have settled out, of course, and we try to bring in the people, even on the State level, we have a State advisory committee and the more than a simple majority of those people are from settled out migrant families or people who actually have children in the programs.

Of course, we also service the interstate uniform record transfer system. We monitor all migrant programs very carefully. We try very hard to be accountable in these programs and give the school districts technical assistance where needed.

The academic programs in all funded projects during both the regular school term and summer term include language development of all of the basic skills, reading, writing, and comprehension and of course in the case of Mexican American children we have bilingual instruction.

We even had the law changed shortly after California did to make this possible that we can actually instruct in another language than English. When we don't have Spanish speaking teachers available, we do use Spanish speaking teachers' aides to work with the teachers in the classrooms so that we are able to give individualized instruction in order to relate with the children in their own language.

Health is another priority in both instructional and health awareness and physical education. These kind of things.

Through one of the regional centers, leadership is given to local schools and training teachers to manage classrooms so that migrant children coming into the new school can be oriented into the program.

This is a management system. The teacher and teacher aide in the classroom quickly assess the child skill development and makes selection of learning areas and use descriptive teaching to improve his skills.

Continuous assessment is kept of his progress which is charted daily or weekly. Children enrolled in such classes have no difficulty adjusting to the school and enjoy making learning progress.

We are just now really getting hold of this. We feel this is a system that is really working for my grandchildren. But however good this program is, it unfortunately does not serve all migrant children. We still have a large gap in the preschool and secondary levels. Of course, these programs do depend upon categorical aide funds because as has been stated here many times this morning, local schools tend not to accept these children as their own. They are migrating. They are someone else's children so it is a national problem.

We feel also in our State that funding should be on the basis of the number of children actually served, not only the invalid basis that it has been so far. The Department of Labor statistics only record those people who go through the Employment Security Agency when they come in to the State and there are many many migrant families who do not register with the Employment Security Agency. So the basis for this has never been very valid at least in our State.

I would like to mention here that another deterrent, of course, for good programs is that we have been late funded so often.

In order to have good programs and good planning, we need to know what our funds are going to be by April of the preceding year. We also received 11.4 percent cut by, we understood, impoundment, and whether or not this is the case, I don't know, but this was our understanding of present year's funds.

This means we are not going to have any summer schools in the State of Washington unless these funds are restored in this current program.

In a receiving State, that is very important because there are so many children there during the summer. We will have the same situation we have had before these programs started.

Children will be in the fields, in the cars, or back at the camps when they should be in a program.

The concept of compensatory programs for children of migratory workers is a good one and it should not be dropped.

Some of the important reasons that I would like to mention is that it is probably one of the few if not the only program where there is much interstate coordination and exchange of ideas.

Across this Nation is a body of dedicated educators who are working together and exchanging ideas or working to provide an equal educational opportunity for these children.

As you have already heard, the data bank tied to 48 States is in operation very successfully.

I would like to make this a very genuine appeal to retain a program that is making a difference in the lives of these children and I would like to also point out that it is not only in the lives of these children because through the compensatory educational programs and title I, not only the migrant programs but other title I compensatory programs and of course you can cite title III and all of the other titles, but specifically in these where we have been paying attention to the educationally disadvantaged kids in getting programs to them, we have had to innovate, do some things differently, and these changes are being transported to other schools and other teachers.

I think it is making a greater impact on education for change than anything else has in the history of education in the last 50 years.

I would like to just make one response to your comment about the GAO report. I am familiar with that. I am not very proud of the report that came out of our State. I am not going to be defensive about it. We have simply tried to improve where we obviously had some failures.

We don't know where some of those answers came from because I think if the people who were actually operating the programs had been contacted in all cases, there would have been different answers and we will welcome audits at any time by people who are qualified.

Mr. **Ford.** Let me say that on balance, the GAO report can be a valuable asset to us in dealing not only with the specifics of this legislation but other legislation which I am vitally interested in.

However, in the atmosphere of 1973 in Washington, D.C., anything that can be used as hard evidence that a program is not working will be used frequently.

In anticipation of this I have already got the staff working on a follow-up survey to be made.

I want to make it very clear that in my little over 8 years here, I believe that GAO plays it straight but they are accountants for the most part and there are times when we don't agree with the basis for their conclusions, even though the conclusion might be defensible on the basis of what was before them when they reached that conclusion.

So we are going to go back to the specific school jurisdictions that are mentioned in this report with a request that they supplement this information and comments upon it and agree or disagree, whatever might be their dispensation, so that we will better understand what this report really means when it says, for example, that school people don't know the programs exist.

So there will be some follow-up and I trust that you gentlemen, even though you won't be involved in the specific areas that are mentioned in the GAO report, might want to look at it and help us in that regard.

Mr. **Hilburn**. I would like to comment to that point.

Florida happened to be one of those districts. They wouldn't find anyone in the district that would not be aware of the migrant program because Palm Beach County is one of the heaviest counties with migrant workers that they listed.

We tried to run some type of a program in 22 counties or districts in Florida. In Florida a district is a county. Only 22 of those districts. Yet we have migrant kids, I am sure, in all 67 school districts. But due to this limited funding, we are not even able to provide in the high concentrated area the services that we need to the number of migrant youngsters in those 21 districts.

So really there is not much attempt made on our part to let anyone know there is a program when there are no funds to run that program. It could be very possible, like title I, the regular title I is concentrated and I think it is the only answer to solving disadvantaged in education is concentration of services all you can to a smaller number instead of a lot of people with a little bit.

Mr. **Click**. That is a very good point. That is true in our State also. We have spread the funds quite thinly instead of concentrating upon the areas of the greatest impact of migrant children and some of the fringe areas which I am sure this gentleman was referring to in that report were not aware possibly.

In conclusion, in respect to the question of revenue sharing, I would like to say that we doubt very much that revenue sharing which does not specifically designate funds for migrant children education will allow us to continue these programs even at the present level.

We are fearful that State and LEA will be having to revert back to the pre-1966 status and that was one of largely ignoring the migrant children if they are not specifically designated in this.

There is too much competition for funds these days. I would like to thank the committee for this opportunity.

Mr. **Ford**. Mr. Forsythe?

Mr. **Forsythe**. Thank you, Mr. Chairman.

I certainly appreciate the testimony that we have had here this morning on this migrant problem and would agree that it is a national problem and not one that can be isolated at the State level.

I am somewhat concerned and I would like to make a short statement and ask for a reaction. This is what has been said so often here this morning about revenue sharing and categorical grants.

In at least one statement I picked it up from Mr. Soriano of Michigan: "The unmet needs as determined by the State migrant office result from several basic conditions. The funds are strictly categorical."

Others state it must be operated by State agencies. And yet revenue sharing, I am concerned as you are, really in basic general terms is to try to move the authority away from the narrow categorical national program to a State agency operation.

And agreeing with your concern that if it is left to local districts, they have no constituency for migrants, I agree. But can we in this concept of trying to move more of the specific authority away from the massive problems of guidelines and paperwork and grant applications under the categorical problems toward more flexibility so far as you gentlemen are concerned in this migrant field, granting we may have to mandate that funds are going to go to migrant workers but leave more freedom at your level.

I would like to have some comments on that.

Mr. Lopez. I think some of the gentlemen behind me who have not had a chance to make a statement would like to address themselves to this question. Basically I think what we have been saying is the fact that there must be some national concern of the migrant youngsters because once a youngster leaves the State of California he travels to another State, nobody is going to pick him up. He says in our State 6 weeks or 6 months at the most and then he travels, so the national concern has to remain there with Federal funds.

Also the needs assessment have to be done under State level with the cooperation of the local school districts but in our State I have a continuous fight with my school districts who say, "Look, these kids come and go. Why don't you help them somewhere else?"

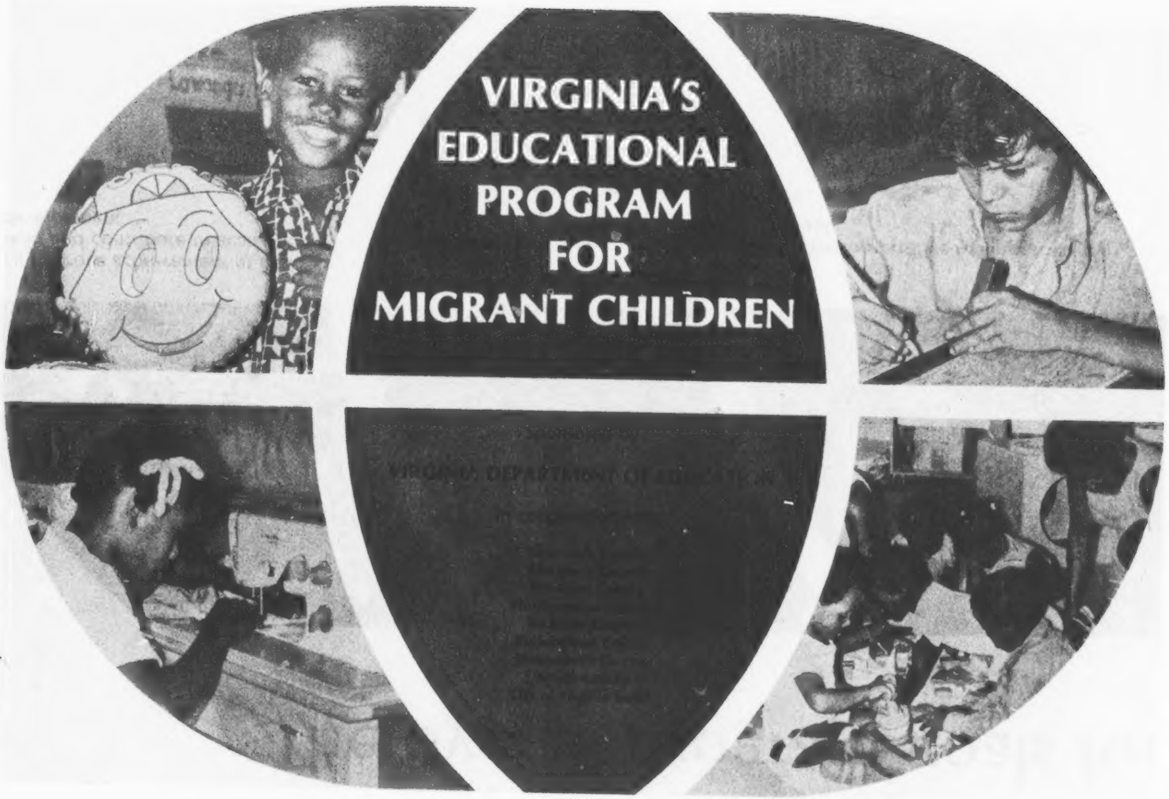
Some of them have suggested we set up migrant camp schools. They really resent us going in there and telling them you have to educate this youngster. So they will say and use any excuse such as the statements made by the principals in the GAO report.

These principals have had material sent to them and personal visits by research people and yet they wash their hands and say we don't know there is such a program. They are saying I don't care. That is what they are saying.

Everyone of those people interviewed by GAO, who were sick and tired of hearing about migrant kids, for them to make a statement they didn't know we existed was ridiculous because we were there continuously knocking on their door.

They finally got tired of it. We have a statement here from Virginia.

[The statement referred to follows:]



VIRGINIA'S EDUCATIONAL PROGRAM FOR MIGRANT CHILDREN

VIRGINIA DEPARTMENT OF EDUCATION

[illegible]

The overall program goals for

1. To improve achievement in basic skills and contribute to academic development.

2. To create feelings of self-worth.

3. To develop positive feelings toward school:

migrant children are:

4. *To promote health and physical well-being.*

5. *To enrich their lives with creative experiences in music and art.*

6. *To encourage cultural awareness.*

VIRGINIA'S EDUCATIONAL PROGRAM

FOR MIGRANT CHILDREN

Virginia's Educational Program for Migrant Children is part of the national effort funded by Public Law 89-10, Title I, as amended by Public Law 89-750 of the Elementary and Secondary Act of 1965. The program is administered by the State Department of Education in cooperation with local school divisions in:

Accomack County
Albemarle County
Botetourt County
Northampton County
Roanoke County
Rockingham County
Shenandoah County
Smyth County
Virginia Beach City

Prior to developing educational programs for the migrant child a learner needs assessment is conducted. Learner needs have been documented in the following areas:

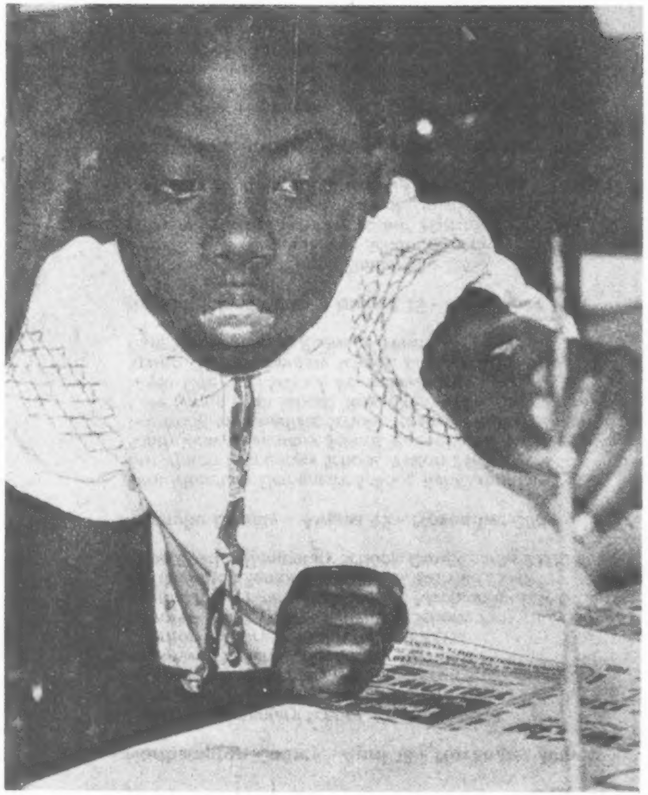
1. **Reading - Language Arts**
   Letter names and sounds, main ideas, rhyming, preposition, and action words, sequences, writing, sight words, root words, word families, sentence construction, increased fluency and work study skills.
2. **Mathematics**
   Number computation skills, problem solving, measurements, terminology, and symbols.
3. **Science**
   Topics of plants, animals, seasons, earth, space, and environment.
4. **Social Studies**
   School safety, courtesy and manners, responsibility, family roles, family life, community helpers, and location.
5. **Cultural Enrichment**
   Selected cultural concept, self-worth, etc.
6. **Music**
   Singing, listening, dancing, rhythm, and music creativity.
7. **Art**
   Drawing, sculpture, graphics, painting and crafts.

Needs were documented for all age levels, but the greatest needs identified were for preschool migrant children. The staff in selected migrant centers developed and implemented a curriculum manual during the 1972 summer program that was conducted in Accomack and Northampton counties. Performance and process objectives, with related testing instruments, were developed by the staff. After each migrant child's needs were assessed he was placed in an educational program constructed to eliminate the identified needs.

All instructional activities and supportive services are monitored in order to describe the actual program implementation needed. The final evaluation reports are documented and significant group gains in all areas are easily identifiable. Approximately 70 percent of the migrant students met the performance objectives in a majority of the instructional areas. The completed final evaluation reports can be obtained from: C. L. Conyers, Supervisor of Migrant Education, Virginia State Department of Education, Richmond, Virginia.

The Virginia Migrant Educational Program offers a multi-dimensional approach that stresses academic, creative, and emotional growth through the following:

- **Language Arts and Enrichment (including reading, spelling, listening, oral language, grammar, writing, social studies;**
- **Basic arithmetic skills;**
- **Movement Education;**
- **"Three Squares" (breakfast, lunch, supper);**
- **Medical and dental care;**
- **Traveling mobile unit for campus;**
- **Weekend educational program (academic & vocational);**
- **Transportation to and from school;**
- **Evening Educational and Recreational Program for older children;**
- **Bilingual Program for Spanish-speaking children;**
- **Readiness program for preschool children;**
- **Cultural Enrichment: field trips, movies, music, arts and crafts**



LOCATION AND DATES OF PROGRAM

Accomack County - April 15 - November 30th

South Accomack Elementary School, Melfa 23410
North Accomack Elementary School, Mappsville 23407
Accomack Special Education Center, Accomac 23301
Bloxom Elementary School, Bloxom 23308
Temperanceville Primary School, Temperanceville 23442
Accomack Primary School, Accomac 23301
Belle Haven Primary School, Belle Haven 23306
Mary N. Smith High School, Accomac 23301
Atlantic High School, Oak Hall 23416
Parksley High School, Parksley 23421

Albemarle County - August 15 - November 30th

Red Hill Elementary School, North Garden 22959
Rose Hill Elementary School, Charlottesville 22901
Jack Jouett Junior High School, Charlottesville 22901
McIntire Elementary School, Charlottesville 22901
Joseph Henley Junior High School, Crozet 22932
Albemarle High School, Charlottesville 23932

Botetourt County - August 15 - November 30th

Cloverdale Elementary School, Cloverdale 24077
Troutville Elementary School, Troutville 24175
Botetourt Intermediate School, Fincastle 24090
Lord Botetourt High School, Daleville 24083

Carroll County - August 15 - November 30th

St. Paul Intermediate School, Cana 24317
Mount Bethel Elementary School, Ararat 24053

Giles County - August 15 - November 30th

Pembroke Elementary School, Pembroke 24136

Northampton County - April 15 - November 30th

Capeville Elementary School, Capeville 23313
Hare Valley Elementary School, Exmore 23350
Machipongo Elementary School, Machipongo 23405
Birds Nest Primary School, Birds Nest 23307
Cheriton Primary School, Cheriton 23316
Exmore - Willis Wharf Elementary School, Exmore 23350
Northampton Junior High School, Machipongo 23405
Northampton Senior High School, Eastville 23347
Cape Charles Elementary School, Cape Charles 23310

Roanoke County - August 15 - November 30th

Bent Mountain Elementary School, Bent Mountain 24059
East Vinton Elementary School, Vinton 24179
South View Elementary School, Roanoke 24019
Northside Intermediate School, Roanoke 24019
Cave Spring High School, Roanoke 24018
North Side High School, Roanoke 24019
Mason Cove Elementary School, Salem 24153
Cave Spring School, Roanoke 24018

Rockingham County - August 15 - November 30th

Plains Elementary School, Timberville 22853
John C. Myers Intermediate School, Broadway 22815
Pleasant Valley Elementary School, Harrisonburg 22801
Linville-Edons Elementary School, Linville 22834
Broadway High School, Broadway 22815

Shenandoah County - August 15 - November 30th

New Market Elementary School, New Market 22844
Triplett Elementary School, Mount Jackson 22844
Woodstock Elementary School, Woodstock 22644
Stonewall Jackson High School, Mount Jackson 22842
Central High School, Woodstock 22664

Smyth County - August 15 - November 30th

Chilhowie Elementary School, Chilhowie 24319
Chilhowie High School, Chilhowie 24319
Marion Intermediate School, Marion 24354
Marion Primary School, Marion 24354
Sugar Grove Combined School, Sugar Grove 24375

Wythe County - August 15 - November 30th

Rural Retreat Combined School, Rural Retreat 24368

Winchester City - August 15 - November 30th

Winchester Intermediate School, Winchester 22601
John Handley High School, Winchester 22601
John Kerr Elementary School, Winchester 22601

Bedford County - August 15 - November 15th

Bedford Elementary School, Bedford 24523

Nelson County - August 15 - November 30th

Fleetwood Elementary School, Roseland 22967
Nelson County Junior High School, Arrington 22922

Virginia Beach City - April 15 - November 30th

Courthouse Elementary School, Virginia Beach 23456

Rappahannock County -

Rappahannock Elementary School, Washington 22747

CONTACT PERSONS:

To enroll in any of the programs, contact one of the following persons:

A. K. Fisher, Assistant Superintendent
Accomack County Public Schools
Accomac 23301.
Phone: 703/787-4299

C. Franklin Drumheller, Director
Federal Programs
Albemarle County Public Schools
County Office Building
Charlottesville 22901
Phone: 703/296-5621 (Ext. 38)

Howard A. Johnston, Director of
Federal Programs
Botetourt County Public Schools
Fincastle 24090
Phone: 703/473-2866

Joseph N. Berry, Assistant Superintendent
Carroll County Public Schools
Hillsville 24343
Phone: 703/728-9823

W. H. Smith, Assistant Superintendent
Northampton County Public Schools
Eastville 23347
Phone: 703/678-5285

L. Hugh Tucker, Director of
Federal Programs
Roanoke County Public Schools
Salem 24153
Phone: 703/389-7244 (Ext. 54)

J. Owen Long, Director of
Federal Programs
Rockingham County Public Schools
Harrisonburg 22801
Phone: 703/434-6794

Stanley O. Dellinger, Director of
Federal Programs
Shenandoah County Public Schools
Woodstock 22664
Phone: 730/459-2101

Allen Tyndall, Jr., Director of
Federal Programs
Smyth County Public Schools
Drawer 639
Marion 24354
Phone: 703/783-3791

Morris W. Witten, Director of
Federal Programs
Wythe County Public Schools
Wytheville 24382
Phone: 703/228-5621

R. P. Stenzhorn, Director
Supportive Services
Virginia Beach City Public Schools
Virginia Beach 23456
Phone: 703/427-4643

Robert L. Dunn, Director of
Federal Programs
Giles County Public Schools
Materials Center
Pearisburg 24134
Phone: 703/921-1151

Richard W. Moon, Director of
Federal Programs
Nelson County Public Schools
Lovingston 22949
Phone: 703/263-2211/2221

C. L. Conyers, Supervisor of
Migrant Education
State Department of Education
Richmond 23216
Phone: 703/770-3177

To provide flexibility in ungraded activities instruction is offered in basic skills, cultural enrichment, and health services. Nutritious meals are included.

The staff includes bilingual instructors for Spanish-speaking children and home-school coordinators to work closely with crew leaders and families of migrant children. These personnel are trained to understand migrant children.

The programs designed for migrant children are expected to become pacesetters in education. Staff development activities have stressed accountability through the assessment of learner needs, development of performance objectives and programs, and evaluation. Curriculum emphasis is focused on non-textbook materials, locally constructed manuals, learning centers, and diagnostic - prescriptive teaching.

The total effort maximizes the teaching impact by a systematic, positive approach to identify the migrant child's needs and develop his potential in an academic, emotional, creative, and cultural experience that is practical and essential for his well-being.

FLEXIBLE DAILY SCHEDULE
7:45 a.m. - 4:45 p.m.

7:45 - 8:00 a.m.	Arrive at school (planning and preparation with students)
8:00 - 9:00 a.m.	Breakfast
9:00 - 10:00 a.m.	Language Arts and Enrichment: reading, listening, grammar, story telling, oral language, writing, everyday living
10:00 - 10:30 a.m.	Outdoor activities
10:30 - 11:00 a.m.	Fundamentals of Basic Mathematic Skills: addition, subtraction, multiplication, and division
11:00 - 12:00 a.m.	Cultural Enrichment Activities: field trips, guest speakers, social experiences, arts, crafts, television films, music, free activities
12:00 - 12:30 p.m.	Lunch
12:30 - 1:00 p.m.	Rest Period
1:00 - 2:30 p.m.	Individual and Group Projects: resource units, reading, planning
2:30 - 4:00 p.m.	Health and Physical Education Activities
4:00 - 4:15 p.m.	Dismissal

STATEMENT OF C. L. CONYERS, SUPERVISOR OF MIGRANT EDUCATION, STATE OF VIRGINIA

Mr. Conyers. C. L. Conyers, supervisor of migrant education for the State of Virginia.

Prior to the passage of the Elementary and Secondary Act and ultimate the amendment that included the migrant program many of these children came into local school districts were not entered or recorded into the registers.

To point out that fact many of the children were sat over in the corner and given crayon to color and paint because they knew they weren't going to be there very long. Why mess up a register to include a child who was only going to be there a few days.

We have captured that fact in that many of us have put up in our offices and displays the painting of these children which clearly show they had some creative talent.

If someone would take an opportunity to work with them, I think what we are trying to say is that a continuation of this program for migrant children that would certainly give them the opportunity to be loved and to be respected and to be admired and to be somebody, and to be a contributing factor to society is what we are asking for your help in this endeavor.

For this child as many have stated, no one claims him as their own and if we don't have this kind of interstate cooperation that we have been able to do over the few years, that when that child leaves, much of our efforts will be lost.

No longer can we be able to say then that we are truly interested in all children. Yet we are talking about the most disadvantaged child in America, hampered by his frequent mobility and the fact that his parents must travel for miles and miles in order to find work to make a living.

This is why we are so vitally concerned that we get this kind of cooperative effort not only from a State level but from a Federal level so that all of us can continue to work in our efforts to improve this child.

STATEMENT OF DAVID L. CORTEZ, STATE MIGRANT EDUCATION DIRECTOR AND STATE ASSISTANT TITLE I DIRECTOR, STATE OF UTAH

Mr. Cortez. David L. Cortez, from the State of Utah; State migrant education director, and State assistant title I director.

I have a few comments here that I am sure will interest each and every one of you as much as it interests us. The reason I say it will interest you is because it gets a little personal. I am Mexican-American. I was once a migrant. Because of some help somewhere along the line, I was the only one out of eight in my family that was able to extricate myself from migrant conditions and obtain 5 years of university work. It was through their suffering that I was able to do this.

But I didn't come here to testify about my own personal experiences but about the migrant as I see them because I have worked with them and as I now direct the programs in the State of Utah.

Gentlemen, Utah supports H.R. 69 because it guarantees the survival of the migrant child's program. We need the migrant program administered from the Federal to the State level in order to make the local educational associations accountable to the State.

The States also need to have some guidelines from the Federal Government. This particularly in the educational endeavor, especially when it concerns educating those from other States involved in interstate labor.

Without the passage of that H.R. 69, the millions of dollars that have been spent and put into the organization of migrant education since 1966 would be a waste, a total waste of your money and our tax moneys.

We feel that this, in turn, would be the national guilt that we once felt because of not helping these people that were in dire need of assistance. We would be losing our most valuable resources, human lives.

Gentlemen, with all due respect to your positions, picture your 10- or 11-year-old child working all day in the hot sun or the cold, 10 and 12 hours surrounded by the wringing stench of their own perspiration, and you will get a small glimpse of what I am trying to convey to you.

This is but a fraction of the suffering that they will experience when they become parents and have to deny their children the normal life, the well-being and giving them the school programs that they deserve.

Instead they would receive the school interruptions, lack of medical attention, and more important, lack of human dignity because someone in a position such as yours made the wrong decision without having firsthand knowledge of the lives they were affecting.

Yes, you support H.R. 69 because it will give these children the weapon they need, the weapon that all of you have, education. Education to break the vicious cycle of poverty.

Gentlemen, it has been predicted by experts that for every dollar spent on the program today for migrant education at least $25 of welfare and other expenses will be saved 10 years to come.

Thank you very much.

STATEMENT OF JAMES W. MILLER, SECTION CHIEF, SPECIAL PROGRAMS, DIVISION OF FEDERAL ASSISTANCE, OHIO DEPARTMENT OF EDUCATION, STATE OF OHIO

Mr. MILLER. I am James Miller, representing the Ohio Department of Education.

I would like to make a brief statement, for which David laid the groundwork quite beautifully.

[The statement referred to follows:]

STATEMENT BY JAMES W. MILLER, SECTION CHIEF, SPECIAL PROGRAMS, DIVISION OF FEDERAL ASSISTANCE, OHIO DEPARTMENT OF EDUCATION

Mr. Chairman, and members of the committee, my name is James Miller; I am the Section Chief, Special Programs, Division of Federal Assistance, Ohio Department of Education. The major responsibilities of the Division include the administration of the various programs funded under the Elementary and Secondary Education Act of 1965. I appreciate the opportunity to appear today in support of H.R. 69. I will limit my statements to the migrant education component of Title I.

Title I funds for migrant education projects have made a significant impact in Ohio. Prior to federal funding little had been done to help migrant children in

Ohio. As an example, in 1960 only 207 migrant children were enrolled in Ohio schools. During the 1971–72 school year 6,328 children were enrolled.

Due to a lack of financial resources, Ohio schools simply did not have enough money to hire a sufficient number of teachers, to train teachers, to provide any supportive services, or to provide instructional supplies. The program operated in isolation from other states. Now the Ohio migrant program is cooperatively planned with our primary sending states, Texas and Florida. The coordination among states has resulted in a continuity of educational programming and services that was never possible prior to Title I.

As specific examples of the impact of migrant education funds, the following is submitted for your information:

1. The migrant program in Ohio has increased in enrollment by 450% since Title I funds became available. The highest number of children ever enrolled prior to 1967 was 1,415 students. The program has expanded to an enrollment of 6,328 children for the 1971–72 school year.

2. For the first time migrant children have been provided trained teachers who understand and can provide for their educational needs.

3. All administrators, teachers, and teacher-aides now have an opportunity to participate in inservice training programs designed for migrant project staff members. Prior to federal funding no inservice training for migrant teachers existed in Ohio.

4. Educational opportunities are now available to migrant children in Ohio from April through November. Before federal funding, programs used to operate for just a few weeks.

5. Cooperative efforts among the states have resulted in program improvement never before possible. This past year, as in the previous four years, more than 40 Texas and Florida teachers came to work in Ohio migrant education programs. These teachers have worked with migrant children in their home states and are familiar with the children's cultural and educational background. The instructional content of the Ohio program is designed to supplement the instruction the child receives in his Texas and Florida schools. Frequently the same materials are used. Consultants from the home base states are used to train Ohio teachers so that the child has an opportunity for continuity in instruction that was never possible before.

5. Smaller class sizes permit an individualized approach which is absolutely necessary in order to provide maximum assistance for the children. In summer programs for migrant children, class size now averages 15 students per teacher as contrasted with 35 per teacher which was common at the beginning of the Title I program.

6. Migrant children now have access to school nurses whose sole responsibility is to provide services to them. Due to the condition in the camps and the problems caused by being constantly on the move, children come to Ohio schools with a number of health problems. The incidence of skin diseases, respiratory infection, nutritional problems, dental problems, and other health problems is much above average. The school nurses also help to obtain health services from migrant clinics for the children and their families.

7. Comprehensive supportive services such as transportation, food services, special oral language teachers, and recruiters to work between the school and the camp are now available. Prior to Title I schools did not have enough money to employ the basic staff let alone consider the employment of supportive staff.

8. It is now possible to provide a variety of instructional materials suitable for the migrant child. No longer is it necessary to give the migrant the "hand-me-downs" which were leftover from years of use in the regular program.

9. Ohio now has a transfer record terminal. Prior to the implementation of the transfer record system, Ohio as a receiving state, received little or no information concerning the children. There was no organized informational system other that what the child would bring to school. The lack of information resulted in (1) teachers having no way to judge where a child should be placed, (2) no information was available about previous educational experiences, (3) no test data could be located, (4) previous health services were unknown, and (5) children frequently did not get credit for work performed in receiving states. Now teachers and nurses have updated information on about every child.

10. Schools are now enrolling pre-school migrant children. It is proving to be a sound investment of the federal dollar to provide readiness opportunities in preparing migrant children to move into academic programs. By providing language development, perceptual skill development, and other readiness, activities,

many problems can be prevented. A child who is constantly on the move does not have the opportunities that the child with a more permanent status has to prepare for school. Books, crayons, newspapers, coloring books, scissors, and paste are not to be found in the migrant camps.

11. Most teachers have the services of a trained aide many of whom are bilingual and bicultural. Spanish-speaking aides provide valuable assistance for those teachers who are working with students who are learning English as a second language.

Ohio has provided migrant education programs as Congress has intended. Migrant education funds in Ohio are being used to provide direct services to children. Little money is expended for equipment and no money is used for construction. Federal dollars are used to provide what migrant children need the most—well-trained teachers and a good instructional program.

PERCENTAGE DISTRIBUTION OF FUNDS EXPENDED FOR OHIO MIGRANT EDUCATION PROGRAMS FOR THE LAST 3 FISCAL YEARS

Category	Fiscal year—		
	1970	1971	1972
Percentage of funds expended for salary, fringe benefits, and training	67	70	70
Percentage of funds expended for supportive services (food, health, transportation)	14	19	18
Percentage of funds expended for instructional materials and equipment	8	5	5
Percentage of funds expended for all other purposes	11	6	7

Migrant children are benefiting from their participation in the migrant program. About 60% of the students enrolled in this past year's program demonstrated growth in language skills. In a short term program, such as we conduct in a receiving state, the instructional program must be sharply focused. For this reason major emphasis is placed on the migrant child's primary educational needs, English language development, the key to his success in school.

Observations

1. The plight of migrant children had been virtually ignored nationally and in Ohio until Title I was enacted.

2. For years the drop-out rate for migrant children has been one of the highest of any student population in the country. There is evidence, since the inception of Title I, that the drop-out rate for migrant children has started to decline. A sustained national effort must be maintained to provide an opportunity for the thousands of migrant children to finish school.

3. The full impact of migrant education programs may not be totally visible for many years. Effort to help migrant children had been too limited to expect quick solutions.

4. The present categorical approach has made it possible to insure that money is spent on migrant education and not directed to other purposes.

5. The need for migrant farm workers is still present in Ohio. Therefore, it will be necessary to continue the operation of special educational programs for some time to come.

6. Any reduction in funding will cause a reduction in services to children who have been neglected too long.

7. Expansion of the program is limited by the present level of funding.

8. In the absence of federal support most Ohio schools would not have the resources to provide any program.

Recommendations

1. The present categorical funding approach for migrant education programs should be maintained. Funding should be maintained at a level which permits the operation of a sound educational program.

2. Criteria for participation in migrant programs should be extended to enable schools to develop special programs for children whose families have settled-out of the migrant stream. This would require additional funds. Currently, settled-out children can only be served on a space available basis during the time interstate children are enrolled. It is a paradox that on one hand educational programs are funded to enhance the migrant families opportunity to leave the migrant stream, yet no funds are provided to help children once they settle-out in a northern community. Statistics show that migrant children are frequently behind their

peers in academic achievement. Many settled-out children need immediate help in making the transition to the new school system. Migrant families tend to settle out in rural areas. Basic Title I money in these rural schools is insufficient to provide any assistance to the migrant child. Migrant families who settle in urban areas tend to reside in areas not served by regular Title I qualified schools.

3. The role of adult education and retraining for parents cannot be overlooked. All too often migrant parents want to leave the migrant stream but have neither the English language facility nor the job skills necessary to better their economic status. Mechanization is coming quickly to agribusiness and is displacing many farm workers. Therefore, it is imperative that not only the child but the parents be given an opportunity to receive the training necessary for them to obtain employment.

4. The national migrant student transfer record system should be maintained.

5. For the first time, states are working together on a cooperative basis in an effort to provide continuity in educational programming and services for the migrant child. This has come about only because of the national emphasis given by Congress through Title I. In the absence of a Congressional mandate, it is all to likely that the migrant program would revert to the fragmented status which existed previously. The national emphasis must remain.

6. Day care services should be made available to the schools on a wide-scale basis. Statistics show that enrollment increases dramatically when there are programs for the very young children. Older children are released from babysitting responsibilities and are able to attend school.

7. In receiving states such as Ohio, migrant children should be given blanket eligibility for participation in the U.S.D.A. food program.

Mr. MILLER. In a receiving State what happens to parents? What happens to the 35-year-old father who wants to leave the migrant stream and who must find a place in Toledo, Ohio?

Where is he to find the job skill that is going to be able to make it possible for him and his family to leave the migrant stream and adopt a permanent residence? Whereas the child may be doing well in the school program, if parents cannot find a permanent place for themselves, then we perpetuate this cycle.

What I am trying to say is that there is a tremendous role in adult education for the parent which we must address and which we have not done up to this point in our history. I know this is another part of the legislation which is before your committee and one which I think must receive very serious consideration.

I would like to support Mr. Soriano in his comments as it relates to the 5-year migrants. It is a paradox when we encourage children and their families to leave the stream and yet we provide no service for that transition.

Title I allocation to rural schools in Ohio do not permit sufficient funds to serve migrant children. Migrant children who settle in urban areas in Ohio do not reside in areas that are served by title I qualified buildings. So they are outside of the realm of services of title I as a general rule. Aside from all we have heard in testimony about national concern, there is concern that in adult education children and parents are also left out.

My plea is that designation of funds and programs for migrant children cross several program lines in addition to migrant education program.

Mr. FORD. Thank you.

I have recently just begun as chairman of the Agricultural Labor Subcommittee of this committee, and we are presently working on an agenda for the next 2 years. We have some outstanding people contributing to us their ideas of priorities for attention. So we are trying very hard to bring together in one place at least so that we can display it, for those who are willing to look and listen, a shopping list of the multiple problems that are involved in this whole question of migrant labor.

I notice that even you gentlemen continue to refer to the migrant child as a problem.

Unfortunately, that is the general attitude of people. They only think about the migrant worker and his children in terms of the problems that they represent.

But, in fact, agriculture is a major industry in this country and one without which we cannot survive. The President has just indicated in the last 2 days that he wants to increase agricultural production as a way of fighting inflation and providing employment. We are aware that studies show that between 1968 and 1975, 800,000 jobs in agriculture have disappeared. We are also aware that during the past decade, while the total number of people traveling in migrant streams as workers has been reduced, the proportion of children to the total has increased and that has salutary effects because families are tending to stay together and traveling together instead of the father running off with a crew leader and being gone for a long period of time.

So you have to balance the one against the other, the value of the child being a part of a family even though it is a moving family as against a child being an abandoned, fatherless child for a substantial part of the year.

I would hope that we could enlist the people who are most interested in the migrant as a national resource in helping us to understand that it is an indispensable national resource, that we can't expect the housewife to go into the market and have the selection she has at the price she is paying if suddenly something happens to dry up the supply of migrant labor.

There is nothing inherently evil in people traveling to work in agriculture, although there is a tendency to believe that it ought to be abolished, and maybe some day we will live in a society where it is not necessary for people seeking employment to have to put up with what these people must put up with to find work.

While all of our attention is diverted by what happens to people who live in a fixed position in poverty, I was pleased when I saw at the beginning of the GAO report a comment indicating that they recognize that the migrants represented perhaps the most ambitious worker in all of our untrained people in this country because, by his very willingness to move in search of work, he has demonstrated that he is not waiting for something to come to him, he is going after it.

It would be a real tragedy, when we have the President who, in his inaugural speech, said, and I am not sure he and I understand what he said the same way, but he said, "What we need is more self-reliance."

If we fail to notice that we have in this country several streams of people who are demonstrating exactly the same kind of motivation that made people get into wagon trains and go across this country settling it, it would seem to me that the kind of virtues that we constantly hear about in the speeches are best exemplified by people who are willing to go as far as they do at such sacrifice looking for an honest dollar as distinguished from all of the other kinds of problems that can be characterized as insoluble.

I am concerned specifically in this legislation with the suggestion that has been made here about the distribution of funds that was a concern when we found in 1966 in our first rewrite that we had something in mind, but not very specific, and it wasn't happening. That was the reason for 1966 amendment to the law.

Very little progress, however, has been made by the previous administration or this administration in finding ways to do what Congress actually said it wanted to do, and it appears to me that now we are coming forward with a suggestion from your panel to use modern technology in a way that will make Federal dollars more effective.

I am sure that this committee is going to be receptive on both sides of the aisle to doing that because, regardless of our feelings about the best way to do things, we will all be attracted to something that is going to make the dollars we do spend work better. That seems to be a great selling point.

We are going to count heavily on you gentlemen to help us make that point.

I was interested in the fact that Mr. Forsythe, as I did, caught Item No. 2 on page 3 or Mr. Serrano's prepared text.

I would not like that to hang in the record the way it is at the moment.

Under needs assessments, the unmet needs determined by the State Migrant Office result from several basic conditions.

No. 2, the funds are strictly categorical.

When I first read that, I got the same reaction he did. Then I started looking for the pony under the manure pile, and I think there is another interpretation of what you meant by the strictly categorical when read in context with what you had to say about the migrant falling out of the stream and running over.

I took that to mean that you were aiming at the fact that, once they lost the technical status of being a migrant, the strict categorical definition then prohibited you from working with them.

Mr. **Serrano**. That was it exactly, Mr. Ford. I had wanted to answer that. Categorical, perhaps, is a misuse there, but what I had reference to was legislation which limited us to a certain age category and limits us to a certain type of activity. We can't get into adult education, for example.

I think there is something else that we ought to consider, and maybe should not be brought up at this point, but categorical funding does present some difficulties when you go into a community that has other populations which may need services but which don't fit the categorical funding.

For us to implement a migrant program in a very poor rural district where the rural district see some of their residents' children as needing services, and yet categorical funding can't provide it, then, of course, it does present us with a problem. That was the other part I had reference to.

Mr. **Ford**. Also, Mr. Soriano, I would like to say, at the risk, now that they have reapportioned us, of angering some of our former colleagues in the State legislature, that I am convinced it is not possible in the State legislature in the State of Michigan today to do the kind of things now being done, as limited as they are, for migrant children for education because of the tremendous demands on dollars, that those legislators have to face.

The present Governor of Michigan, a Republican, whom I assume I will be opposing at the next election because of that, and no other reason, is a very humane man in the field of education. He and I served together in the legislature, and we were part of a little group that tried some very modest legislation, a bipartisan group obviously, to deal with agricultural labor and its problems in the State of Michigan.

We could not get anything out of a committee. We could not even get committees to meet and consider it because it was impossible to get enough emphasis on the problems involved so that they would compete with other problems that had a better political constituency.

I very frankly do not think that any member of Congress could be reelected on a platform of working for migrants, or any city councilman or anybody else.

So, when I agree with your comments, I do so not with any suggestion that either political party or any political faction in Michigan is responsible for this, or in any other State, but the realities of life are such that we ought to recognize that it is not within the practical possibilities available to them for State legislatures to respond as they would like to do in a humane way, given the facts of life that they have to deal with.

I think when we are critical of the failure of the legislatures, we should hasten to point out that we are critical only of the conditions that put them in that position and not of their insensitivity.

Mr. SORIANO Since you have mentioned Governor Milliken's concern, as I stated, Governor Milliken has set up an interagency task force or a committee operating out of his office which has attempted to improve at least the kind of activities that go on in Michigan with regard to migrants, and the chairman or the gentleman who chairs that committee now for the Governor's office asked, if I had the opportunity, to certainly make you aware of that committee, and they would be most willing to be helpful in any way they could.

I hope, if it is necessary, that you will avail yourself of their knowledge and their expertise at this point.

Mr. FORD. I am also interested in the 5-year migrants proposal. There is nothing magic in five, I take it, but you have really suggested a pragmatic problem and suggested it in a way that might offer as a direction for an answer.

As I have already invited the panel to help us suggest legislation in the other area, perhaps we could get together with you and staff members on both sides to discuss the practical possibilities of an amendment in this legislation that would change the definition of a migrant in a fashion that would, when tied together with your computer system, have a tremendous appeal I am sure, if we could fund it, at least to the school authorities across the country because I know that in Michigan there are places like Lansing and Grand Rapids, and Battle Creek, with very substantial increases in their population that are attributable directly to the fallout from the migrant stream because we are at the upper end of the river, so to speak, and where there is no place to go after you finish picking apples in Michigan in the fall. That just about ends it.

That is where the family has to make the hard decision: Do we take the kids back down or do we try to get them in school here and have Dad go back and start over and all of the other things that they do.

For whatever reason, we have a very substantial number of migrants, and I see no evidence in Michigan that we recognize this very clearly.

You are all aware of the great anguish of the Detroit busing case. I was shocked when I was reading a transcript of part of that case to hear a Federal judge, who has demonstrated a tremendous concern for the problems of minorities, who, when confronted with a question by one of the attorneys, "What about the 100,000 Spanish-speaking people who are for the most part being ghettoized in a southwestern part of the city of Detroit?", the judge replied that that is not a significant minority that should be taken into account in this case.

Nobody has screamed about that yet, because other things have had more hysterical value and more attention.

But if a Federal judge in the middle of that kind of a case can regard 100,000 people identifiably a part of a category with special problems in a community like Detroit as not a significant minority, then it gives you some idea of what we are trying to deal with in political realities.

Is there any further comment that anyone would like to make?

Dr. Lopez. Mr. Ford, all of the 17 States had a difficult time to get here and went to great expense to be here. I would like to have North Carolina and New York, who have unique programs, make a brief presentation to this committee because then you will have a taste of the national picture.

North Carolina and New York we consider have outstanding programs. If they may take 1 minute to address themselves to you, we would certainly appreciate it.

North Carolina.

Mr. Ford. Let me admonish you gentlemen to be sure that the court reporter has on the end of the desk a copy of your prepared statements before you leave.

[The statement referred to follows:]

TESTIMONY OF ROBERT E. YOUNGBLOOD, DIRECTOR, MIGRANT EDUCATION PROGRAMS, NORTH CAROLINA DEPARTMENT OF PUBLIC INSTRUCTION

Mr. Chairman and Members of the General Education Subcommittee for the Education and Labor Committee, I appreciate the courtesy of allowing me to present some information on behalf of the Title I Migrant Education Program.

This nation's commitment to equal education opportunity for all citizens faces one of its sharpest challenges in providing equal educational opportunity for migrant families. The educational problems of migrants do not go away, they simply move from one educational jurisdiction to another. These children are from the least affluent segment of American society. They move frequently, attend school irregularly, and suffer many handicaps, all of which cause them to be significantly behind other pupils their age. In general, we have found their rate of progress to be significantly behind that of their peers. As a result, these children of our migrant farm workers become the dropouts of our school systems.

The educational resources, both human and material, of the entire country must be directed toward solving the problems relating to the education of migrant children. The responsibility for solving these problems does not rest in one state alone. It is the responsibility of educators in every state in which these children attend school, regardless of the duration of such attendance. Because these children traveled with their parents from place to place, they were virtually ignored for many years because they did not belong to any one community. No one felt a direct sense of responsibility for them, feeling that resources should first go to their "own." The Federal Government recognized the need for special educational programs for these needy children in 1966 with the passage of an amendment to the 1965 Elementary and Secondary Education Act.

Farming is North Carolina's greatest industry. Farmland covers nearly half of the State, providing $1.5 billion in income to the State's economy; and the sale of crops accounts for 55% of the State's farm income. This indicates how important the migrant's job is. Without him, our farm economy could not survive.

There were over 6,000 migrant children enrolled in the North Carolina Migrant Education Program in fiscal 1972. These children represented more than twenty home-based states outside of North Carolina. We in North Carolina were able to offer these migrant children a chance to fulfill their potentials, to give them an opportunity to gain in self-worth, to teach them to read and write, and ultimately to equip them for productive lives. But these things are not free.

Local communities are without adequate resources to provide for the special educational needs of these migratory children. There is no *State or locally supported* educational program for migrant children during the summer months in North Carolina. The responsibility for providing equal educational opportunity for this group does not rest with any one local area. It is an interstate responsibility which should be supported on a wide base, with each state in which the migrant family travels building upon the program provided for the children in the previous state. This interstate responsibility can be carried out only through financial support from federal sources, administrative support from State Departments of Education, and strong program leadership from the national level which is dedicated to the task of providing for the special needs of these special children.

Somehow, provisions must be made to extend and amend the Elementary and Secondary Education Act of 1965 through the approval of H.R. 69, in order to continue to provide the successful programs which have already been initiated under the existing legislation.

Thank you for permitting me to express North Carolina's desire to continue serving these deserving children.

STATEMENT OF ROBERT E. YOUNGBLOOD, DIRECTOR, MIGRANT EDUCATION PROGRAMS, NORTH CAROLINA DEPARTMENT OF PUBLIC INSTRUCTION

Mr. YOUNGBLOOD. I am Bob Youngblood, director of migrant education in North Carolina.

The migrants that come to North Carolina are migrants that follow the east coast migrant stream. They are the most educationally, economically, and socially deprived people in our society today.

They do not have representation in the political stream to work in their behalf. Their parents belong to no one community, as has been testified to earlier. This is rather unique and creates many problems because they live on the outskirts of town. They live in substandard housing in many cases, and they suffer many hardships.

In North Carolina our economy would be in bad shape unless we had the migrants to assist us with our tobacco harvest and with many other crops that we have. We need them.

So we are pleading for a continuation of this.

Just to show you the migrants that we receive in North Carolina, in fiscal year 1972 there was migrant children of over 6,000 enrolled in our programs representing home-based States of more than 20 that visited North Carolina during fiscal year 1972. We have a good program. We think we are getting results from it.

We are happy with it and there are a number of uncertainties that are creating some tension, whether we are going to be permitted to continue this.

We support H.R. 69 and feel that it is a very deserving piece of legislation that should continue, to provide services for the migrant children.

Mr. FORD. Do you work in the State office?

Mr. YOUNGBLOOD. Yes. I am with Dr. Phillips there in the State agency.

Mr. FORD. I hope you will convey our greetings to your State superintendent. He is one of the outstanding—not only in the South but in the country—supporters of the effort of this committee for a number of years. We called on Dr. Phillips to testify before this subcommittee recently, and we have been successful in getting Dan Pollitt from the University of North Carolina Law School to be special counsel to the Agricultural Labor Subcommittee that I just described. He is helping us plan our agenda at the moment.

So, North Carolina, I am sure, will be very well represented in that presentation.

Mr. YOUNGBLOOD. Thank you very much. We are also proud of Dr. Phillips, too, and we think a lot of him, and we appreciate your comments relating to this.

STATEMENT OF RICHARD BOVE, CHIEF OF THE MIGRANT BUREAU, DEPARTMENT OF EDUCATION, STATE OF NEW YORK

Mr. BOVE. I am Richard Bove, Chief of the Migrant Bureau, New York State Education Department.

First of all, we are supportive of the national effort for the migrant child. We feel that for the magrant child the categorical support is necessary.

Concerning yours, I had wanted to congratulate you on being chairman of the Agriculture Labor Subcommittee because we are more than interstate. We are also interagency.

We are most interested in what else is happening in terms of the migrant, so we may be talking to you again.

Commissioner Nyquist will be here from New York State next Tuesday, I understand, and he will address in general H.R. 69, and he will have some statistics supportive of the migrant effort.

Two things on GAO. We are Wayne County on page 91 of that report, and we do have statistics and supportive data. I will send that to you.

I wanted to say that the report mentions these children are unachieving in spite of your effort. We are getting 0.9 in achievement versus 1.0. We are 1 month away from a full-year achievement with each child.

When we started, we were 0.6. So we are closing the gap.

No, we are not to the full 1-year achievement for every migrant child in school yet, but we have gained 50 percent on that scale from 6 months to 9 months.

Lastly, I wanted to address Congressman Forsythe.

I felt you were not satisfied with an answer earlier concerning the size of the package that goes out to that local application package and what has to come back in.

In New York State, it is a very simple thing. They make out a simple budget, and 4 pages of narration. On the basis of that we know enough about their project to fund or not fund on the basis of whether or not there is population in the district.

Mr. FORSYTHE. Now you are referring to a State application agency?

Mr. BOVE. Yes, sir. We are ESEA to a LEA. The paperwork is minimal.

Mr. **Forsythe.** My reference has been to the general problem of the application to Washington in categorical grant programs where you have to work directly with the Department of Education in Washington. I gathered, basic agreement, that you really do want freedom at the State level, relative freedom there in rather broad guidelines rather than a specific categorical grant program from the Federal level.

Mr. **Bove.** Speaking only for the migrant effort, we want freedom to operate as we have presently, but we want that money categorized to be used for the migrant child.

Mr. **Forsythe.** To the migrant child. But not necessarily within that broad migrant child area that you are going to teach 1 hour of Spanish today and you are going to teach——

Mr. **Bove.** I am not following you.

Dr. **Lopez.** I think we agree that needs assessment has to be made nationally as well as in the State.

The State has to make a needs assessment of the needs of migrant children in that particular State.

We are requesting also that the Federal Government not just give us the money, but also, because it is a national program, put out some requirements that are broader.

We agree on the broader thing. We don't want them to tell us we should teach them 1 hour a day in Spanish; and they don't at this time.

If they did, we would raise "H" with them.

At the same time we want the responsibility of saying to a local school district: "We have deemed these areas here of highest priority," because youngsters in their districts are there for 3 weeks and they should be given the following instruction, oral language, or what have you, and it is supposed to be carried on in a certain way, with their cooperation.

But sometimes what happens, when we do not have a strong commitment from the Feds down to the State level as a fact, they will say, "We can talk to your superintendent and change his mind because our superintendent is an elected official and superintendents elect superintendents."

We would like to have a strong commitment from the national level and the responsibility placed on the State to implement the program, and then we have the responsibility and authority to really not dictate but to work in cooperation with the local school district so they will not forget their commitment to these children.

Mr. **Forsythe.** I think we are speaking in very general terms, and I think we are in agreement.

Mr. **Ford.** I do not think there is any disagreement on what you want to do. I think there may be some problems in understanding the specifics of what is proposed.

I read earlier in the hearing an excerpt from a memorandum by the Secretary of HEW, Mr. Richardson, who circulated this memorandum shortly before he left that position, in which he said:

> **Education is an area where States have strong incentives to disobey Federal regulation. For these reasons the kind of strings we place on educational special revenue package are particularly important.**

We are not quarrelling with that except that, when you read the budget, you discover that there is no string on educational revenue sharing for migrant children. It takes all of the title I money and lumps it together and gives it to the State so you would then have to persuade each of the individual States to reallocate migrant money even if the same amount of money was going out.

I do not think you want to be on the record as being in favor of going to a State-by-State reallocation. Am I correct?

Mr. SORIANO. In reference to State-by-State allocation, one of our primary purposes for being here, and this in no way minimizes all of the testimony that has been given, but one of the purposes for being here was to also ask to see what you could do, your body here, as well as all of the Congress, about restoring our funds to last year's level because, as I stated in my testimony, the cutting of funds for this fiscal year is going to cause a lot of direct and indirect negative influence on the education of the migrant child.

Before I would leave, I wanted to once again state that——

Mr. FORD. The House passed yesterday a continuing resolution, by a vote of 311 to 86, which is written in a way that should do that.

Some of you, I understand, before I came back, testified that you had been notified of a cut.

Dr. LOPEZ. Yes, all of us had. An 11-percent cut.

Mr. FORD. I would like you to submit to the committee that information. Some of you ought to forward that to us for this reason: Regardless of whether the funds are adequate or not, or whether we have appropriated money for title I, the money is distributed by a formula that has been generally accepted by HEW, that, unlike the application grant programs, the formula grant programs have to be expended in full, and therefore, if there is an attempt to adjust downward in the formula, it would be in violation of that and outside of what up to now has been accepted as limitations on the ability of the people in the Bureau of the Budget or the agency to withhold funds.

Some of us disagree in Congress on how much further we can carry that, but I thought we had carried it up to the point of a formula grant funds where there is no executive discretion, that is between your entitlement and the amount of money you get.

We would be interested in pursuing that with you, and we will submit it to HEW and see if we can't do something about it.

As Congressman Bell indicated, it was as much a surprise to him as it was to you. We would like to know all of the facts.

Dr. LOPEZ. I believe we have all had a chance to speak.

Mr. FORD. It has to do with the GAO report commenting on the fact that, while the law requires that effective procedures will be set up for appropriate objective, measurements in educational achievement in the migrant educational program, the Office of Education has not developed a systematic approach in evaluating the impact of the educational program.

Are any of you aware of whether that condition has changed or is changing?

Mr. BOVE. We have letters from Washington stating we will be evaluated by Washington or a sponsoring organization.

It was put to bid in December and there will be an evaluation of our programs this year.

Mr. FORD. Have you been advised of the criteria that will be involved?

Dr. LOPEZ. No, there are 10 States, including New York and California, and some of the 10 largest States, but they have not notified us as to what instruments are going to be used.

Our understanding is there are two phases. Phase I is a manageviewment review, and No. 2 will be to develop an instrument to evaluate the kids. They are going to take kids and put them through pre and post tests.

Reading that, it is a very oversimplification of a problem. I wonder if they can do it.

It is, in a sense, trying to develop an instrument to effectively evaluate the progress of a child who moves three or four times a year.

Mr. FORD. Perhaps we might know something quicker if we were to ask you to evaluate the progress of these children against other children within the school system of your own State on whatever basis you use for that kind of evaluation, which ranges from nothing to just a little bit more than nothing in most States.

The State of Michigan attempted to get into a statewide evaluation for their regular education program. And I don't see how a yardstick that tries to measure New York State education for migrant children as against some other States would mean anything unless we learn how children in New York generally would stack up against children in that other State.

Maybe we have been too ambitious in requiring you at the State level to make your own evaluation as to how children do in other States.

Can you give us that kind of data?

Dr. LOPEZ. Yes, I think it is already available. It has never been really asked in detail such as this.

I think for California to be compared with New York, we have a different type of approach, and the length of time also differs. So there will have to be a great discrepancy on the results if we use the same instrument for California and New York.

With your permission, we have one of the grandfathers of migrant education, the gentleman from Indiana, Dr. Fred Kroft.

STATEMENT OF DR. FRED KROFT, DIRECTOR OF EDUCATION, STATE OF INDIANA

Dr. KROFT. Dr. Fred Kroft, Director of Education for the State of Indiana.

I speak to illustrate the national aspects of this program.

Jim Miller, from Ohio, and I have to share a program because where these kids are, the State line runs right down the middle. So it is a real problem unless we have a flexibility because the kids pay no attention to State lines, nor their parents. They are moving back and forth all of the time. They might live in one district and go to school in another district.

Mr. FORD. You may have a similar case as in Michigan.

Dr. KROFT. We are sharing a similar situation. It is a national program, and I wanted to emphasize, I came to emphasize my solidarity. These guys are younger than I am, but I have been in it for a long time.

Dr. LOPEZ. He has had more experience than we have.

Mr. FORD. Gentlemen, I am a half hour late to meet with some people that I promised to meet with.

Mr. Forsythe, if you have no more questions. I will adjourn the hearing until 9 o'clock next Tuesday morning.

I thank you on behalf of the entire committee for coming here and presenting your testimony and for the additional material that you will supply to us.

We appreciate your support that you have indicated here.

Dr. LOPEZ. We thank you. We leave much encouraged, and we will be in touch with all of you.

[Whereupon, at 1 p.m., the subcommittee recessed, to reconvene at 9 a.m., Tuesday, February 27, 1973.]

[Additional materials submitted follow:]

THE STATE EDUCATION DEPARTMENT,
ALBANY, N.Y., *February 27, 1973.*

MR. JACK JENNINGS,
Congress of the United States, House of Representatives, Committee on Education and Labor, Rayburn House Office Building, Washington, D.C.

DEAR MR. JENNINGS: Attached is a copy of notification from Washington concerning the authorization for funding for fiscal year 1973. Total State allocation for fiscal year 1972 was $2,358,652. Further, I did not get an opportunity to mention the following at the hearings and would like the same included in the official minutes.

Will you please also forward a copy of the following information to Congressman Ford from Michigan. (A copy is enclosed.)

Page 14 of the GAO report to the Congress concerning the impact of federal programs to improve the living conditions of migrant and other seasonal farmworkers indicates the estimated number of migrant and other seasonal farmworkers and dependents included in the six area study to be 199,000. Expenditures for manpower, education, housing, health, and day care total approximately $14,000,000. The result is an expenditure of approximately $70 per migrant in each of the six areas for all supplementary services including all those listed above. What kind of an impact can be expected for an expenditure of $70 per person in light of the extreme needs this group evidences?

I hope this kind of information can be helpful to your committee in further serving the needs of migrant families.

Very truly yours,

RICHARD A. BOVE,
Chief, Bureau of Migrant Education.

Enclosure:

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE—NOTIFICATION OF GRANT AWARD, ESEA TITLE I MIGRANT PROGRAM

Vendor No.—600330 (OE) 73A230 (NIH).

1. *Name and address of institution.*—Hon. Ewald B. Nyquist, Commissioner of Education, State Education Department, Albany, New York 12224.
2. *Grant No.*—GO730024 (215) (OE) 7301620E (NIH).
3. *Project No.*—FY 73-1.
4. *Amount.*—$1,058,986.
5. *Period of grant.*—From 09/08/72 through 08/31/73.
6. *Grant award is.*—Revised.
7. *Proposal title.*—Educational Program for Migratory Children of Migratory Workers.
8. *Scope of work and/or special conditions.*—Regulations published in the Federal Register, Title 45, Chapter 1, Part 116; Application—Summary and Certification; and Application for Program Grant.

Pending final enactment of an appropriation bill for fiscal year 1973, the annual amount authorized for the Title I Migrant Program is based upon a ratable reduction from the 1973 maximum authorization, or the 1972 allocation whichever is lower. Reference: ESEA Title I Program Directive INST. A302.7.

Project FY 73-1 approved for a total of $2,238,312.

Previously funded	$1, 179, 326
Amount of this grant	1, 058, 986
Total funded to date	2, 238, 312

Common Accounting No.—32001904.

Appropriation No.—7530279.

Federal funds necessary to support this award will be made available under the National funds necessary to support this award will be made available under the National Institutes of Health (NIH) Grants Management Fund. Payment to the grantee institution, within the limit of the amount awarded will be made by the National Institutes of Health under either the letter-of-credit or cash request system, whichever method is designated for the institution's use by NIH. Those institutions which are not under the letter-of-credit system take the initiative in requesting funds from NIH by completing and submitting NIH Form 1522–4. Inquiries regarding payments should be addressed as follows: Grant Accounting and Financial Report Branch, National Institutes of Health, West Wood Building, Bethesda, Maryland 20014 (301) 495–7041.

9. Grant authority.—Public Law 89–10, as amended by P.L. 89–750, Section 103(a)(6). Please indicate your NIH vendor number and transaction number in any correspondence with NIH.

10. Name of grants officer.—Robert R. Wheeler, Associate Commissioner for ESE.

11. Date.—Feb. 12, 1973.

BUTTE COUNTY SUPERINTENDENT OF SCHOOLS,
Oroville, Calif., January 29, 1973.

Hon. CARL D. PERKINS,
Chairman, Congress of the United States, House of Representatives, Committee on Education and Labor, Rayburn House Office Building, Washington, D.C.

DEAR SIR: Some time ago I forwarded to you a copy of a report entitled, *Solution Strategies to the Problems of Migrant Education*, which was prepared at the request of the State Department of Education in California. I have received your response relative to the use which you are going to make of the material. I refer now to the portion of the report which states there are pieces of information not included in the report. You will find enclosed, therefore, a copy of a document prepared by Dr. John W. Mamer, Economist for Agricultural Extension Service, University of California, relative to employment in the farm industry going back over the last 20 years and projected 10 years ahead. I am also including the recommendations which were made by the National Conference of State Directors of Migrant Education to the National Advisory Council on Compensatory Education, held in Silver Spring, Maryland the first part of December, 1972. These two documents are included for your information and use as you look at the problems of education during this congressional session.

We are fully aware that the President's Budget is going to reduce materially any funds for the help of disadvantaged children of any kind. We are also aware that there will be enormous pressure on the members of Congress to implement programs already in existence because of the tremendous impact of federal programs upon the education of children in many areas of the country. This is, I'm sure, political survival for many of our Congressmen from cities like New York, Chicago, Los Angeles, etc., which have large constituencies of poor people. We would therefore anticipate a compromise of some sort coming out with a kind of revenue sharing package for use by schools using federal funds. The results of our study would indicate that it would be entirely possible to amalgamate programs and save considerable funds in terms of layers of bureaucracy by the revenue sharing procedure. I think, however, it would be less than honest to say that Congress should be protecting its investment in our people if it is at all possible.

One way would be by circumscribing the allocations of funds from the federal government to state or local governmental agencies according to Congressional determination of its citizen's needs. For example, the percentage of money could be circumscribed for solving problems of people in the large cities, and particularly their ghettoes, as well as in the rural areas where educational programs appear to be less than the equivalent of what they are in the cities as shown by census and other data. I believe that funds for physically, mentally or emotionally handicapped people ought to be circumscribed so that no local or state government could relieve itself of responsibility for helping handicapped people. I personally would also recommend that some effort be made to include programs that use field research and development or field testing of theories of change in circumscribing regulations for use of federal funds by school districts. I think it is our conclusion from our study that by circumscribing the law it would be unnecessary to provide great guidelines from the U.S. Office level to the state level to the local district level before getting services to our people.

I would also like to call your particular attention to recommendations 5, 7 and 9 of the Report of the State Directors of Migrant Education to the National Advisory Committee on Compensatory Education, because of recent regulations by the U.S. Office of Education and its effect on our own Migrant Education Programs.

Recommendation number 5 refers to all the several federal, state and local agencies involved in providing services to migrant families and their children. Each agency has rules and regulations, and administrative hierarchy to force compliance with law and guidelines and regulations. None are particularly well coordinated. For example, funds for children aged 2 to 5 are handled by Welfare, while from ages 5 to 17 by Education. Health funds are separate from others. Yet for a migrant parent no child can be separated from his family if children under two must go to the fields and older children are requested to sit with younger children. Health, employment, welfare and education agencies are not well enough coordinated at any level to provide one program for all children or their families.

Recommendation number 7 refers to the status of people who follow the crops not having a home school district to send their children to. They go both inter and intra-state for work. Thus, their school district is the nation, and is a national problem.

Recommendation number 9: Our Migrant Education Region, operated out of the Office of the Butte County Superintendent of Schools, comprises a geographic area from the Pacific Ocean to Nevada, and from Sacramento to the Oregon border. Geographically the region is larger than all New England, and serves children in 14 counties. Our summer impaction figure is 8,000 migrant children and another 5,000 who have been migrants but can't be served because of legal definitions of who is a migrant. We serve about 3,000 during the winter. Last year, or 1971–72, our budget was $1,256,000, which provided a partial program for children in both winter and summer using bi-lingual, multi-colored teachers and aides. We also provided supplementary health, welfare and social services to families who could not be served otherwise.

This year our first cut was from 1¼ million to $990,000. As of last week, with the year half gone, we are asked to cut another $100,000 from the budget. The first cut resulted in eliminating the summer programs when the impaction of migrants is the heaviest. The second will result in laying off all aides who work directly with children on March 15. At the same time, we are well aware that $8,000,000 has been returned unused to U.S.O.E. during the last year, for a variety of good reasons. Included in this was $2,000,000 from Texas, who gets about $2 for every $1 that California gets.

I would like to have some allocation of the unused funds made to those who really need them. I don't know what procedures would be required, but there must be a way for us to serve our children. The five other Regional Migrant Centers in California are in the same bind. In addition, our office has taken a $340,000 cut in the state program of teaching children from the migrant stream to become teachers. This is out of a $540,000 1971–72 budget. Therefore, we really are cutting back our operations and approximately 400 wage earners are involved out of our little office.

Your help and advice will be sincerely appreciated.

Sincerely yours,

WILLIAM J. CAVEN,
Assistant Superintendent, Instruction.

BUTTE COUNTY, SUPERINTENDENT OF SCHOOLS,
Oroville, Calif., December 26, 1972.

Dr. LEO LOPEZ,
Chief, Bureau of Community Services and Migrant Education, State Department of Education, Sacramento, Calif.

DEAR LEO: Sometime ago this office prepared for you a study entitled "Solution Strategies to Problems of Migrant Education." When that document was prepared we did not have the data relative to employment appraisal for migratory farm workers for the next 5, 10 and 15 years. We have since received from Dr. John W. Mamer, Economist, for Agricultural Extension Service, University of California, data relative to job categories, trends in agriculture over the last 20 years in California, trends of decline of seasonal workers in California, and non-farm projections of employment for the nation as a whole.

From the data, Dr. Mamer does not expect much change in the number of jobs during the 1970's and projects about a 2% increase if we assume technology will affect job increases due to expansion of the industry.

He also points out that regular farm jobs have not decreased in the last 20 years and he does not project a decrease in the next decade. Seasonal jobs have declined substantially in the last 20 years, but the decline has slowed materially in the last 5 years. He predicts that the decline is likely to decrease less rapidly during the next decade.

He also predicts that non-farm occupations will expand considerably in the next decade in California and the nation.

The data which Dr. Mamer used to provide the predictions is enclosed along with his letter to Mr. Alva Mitchell, our farm advisor who collected the data for us.

Hopefully this data will be of use to you. We have also asked Chico State University and Butte College to provide us with additional information.

Sincerely yours,

William J. Caven,
Assistant Superintendent, Instruction.

Enclosures.

Agricultural Extension Service,
University of California,
Berkeley, Calif., December 8, 1972.

Alva W. Mitchell,
Farm Advisor, Agricultural Extension,
Oroville, Calif.

Dear Alva: Enclosed is some material that may be of help to you in appraising future job possibilities in California. There are three different types of information enclosed.

The first relates to California service industries. The job data is for 1969 and it specifies only the various sectors of the service industry. It does not give a description of the kinds of skills that are required within each of these sectors. However, the sectors are subdivided finely enough to give some impression of the kinds of jobs included in the sector. I do not expect much change between 1970–79, in number of jobs in these services. It might be reasonable to expect about a 2% per year increase if we assume that the new technology will about offset job increases from expansion of the industry.

The second set of data relates to trends in California agriculture in the last 20 years. There are two tables, average employment and peak employment on farms. Peak employment is merely the monthly average of the highest month. You can see in both of these tables that regular farm jobs have not declined in numbers in the past 20 years, and I do not expect them to change much in the decade ahead. Seasonal jobs have declined substantially in the past 20 years, but the decline has slowed down substantially in the last five years and is likely to decrease at a very slow rate for the next five years.

The third set of data refers to the nation as a whole. Since California is expanding at least as fast as the nation as a whole, I would expect the increases in jobs these occupations (nonfarm) to increase in about the same proportion in California as they will for the nation as a whole.

If I can be of any further help do not hesitate to let me know.

Sincerely,

John W. Mamer,
Economist.

Enclosures.

CALIFORNIA AGRICULTURAL SERVICES PAID EMPLOYEES, 1969

	Paid employees	
	150 days plus	Less than 150 days
Total California agricultural services [1]	21,601	134,684
Agricultural services except annual husbandry and horticultural services p. 22	16,225	127,227
Cotton ginning and compressing p. 23	168	1,797
Fruit and vegetable contract sorting, grading and packing p. 26	3,984	12,021
Other selected and miscellaneous agricultural services p. 27	11,816	112,517
Animal husbandry p. 28	2,927	3,455
Veterinarians and animal hospitals p. 29	2,057	2,322
Poultry hatcheries p. 30	108	252
Other selected and miscellaneous animal husbandry services p. 31	762	881
Horticultural services and hunting trapping and game propagation p. 32	2,449	4,007

[1] Total includes some workers in other industries where data withheld to avoid disclosing individual operations.

Source: U.S. Bureau of Census, Census of Agriculture, 1969, Vol. III, "Agricultural Services."

TABLE 1

ANNUAL AVERAGE AGRICULTURAL EMPLOYMENT BY TYPE OF WORKER, CALIFORNIA, 1958–71

Year	Total	Farmers and unpaid family	Hired domestic			Contract foreign	Total seasonal
			Total	Regular	Seasonal		
1958	347,300	105,600	194,600	96,400	98,200	47,100	145,300
1959	345,500	102,200	195,500	95,000	100,500	47,800	148,300
1960	333,700	99,000	192,000	93,500	98,500	42,700	141,200
1961	329,000	96,700	197,300	92,000	105,300	35,000	140,300
1962	325,100	95,400	196,400	93,700	102,700	33,300	136,000
1963	318,400	93,900	196,500	93,500	103,000	28,000	131,000
1964	316,100	92,500	195,600	90,900	104,700	28,000	132,700
1965	302,600	90,600	209,200	90,300	118,900	2,800	121,700
1966	302,100	88,800	212,100	90,800	121,300	1,200	122,500
1967	292,400	84,900	207,000	92,200	114,800	500	115,300
1968	294,400	82,500	211,900	93,200	118,700	0	118,700
1969	291,100	80,600	210,500	94,400	116,100		
1970	289,200	78,700	210,500	96,800	113,700		
1971	287,600	77,400	210,200	96,000	114,200		

Source: State of California, Department of Employment, Report 881M, Nos. 6 and 10.

TABLE 2

AGRICULTURAL PEAK EMPLOYMENT BY TYPE OF WORKER, CALIFORNIA, MONTH OF SEPTEMBER 1958–71

Year	Total	Farmers and unpaid family	Hired domestic			Contract foreign	Total seasonal
			Total	Regular	Seasonal		
1958	432,800	104,900	238,300	96,200	142,100	89,600	231,700
1959	441,000	101,500	256,000	94,700	161,300	83,500	244,800
1960	404,400	98,300	234,500	93,200	141,300	71,600	212,900
1961	416,000	97,800	257,300	91,700	165,600	60,900	226,500
1962	424,800	97,600	254,300	96,300	158,000	72,900	230,900
1963	404,100	95,900	254,200	95,300	158,900	54,000	212,900
1964	411,800	94,400	253,500	92,300	161,200	63,900	225,100
1965	361,900	91,600	258,900	91,900	167,000	11,400	178,400
1966	362,200	89,100	265,300	92,300	173,000	7,800	180,800
1967	373,600	87,400	286,200	95,300	190,900	0	190,900
1968	357,900	85,000	272,900	96,000	176,900	0	176,900
1969	369,500	83,500	286,000	98,400	187,600	0	187,600
1970	361,000	80,900	280,100	99,600	180,500	0	180,500
1971	362,300	80,300	282,000	99,300	182,700	0	182,700

Source: State of California, Department of Employment, Report 881M, Nos. 6 and 7.

CHANGES IN OCCUPATIONS IN THE UNITED STATES

If individuals are to make rational choices with regard to education and training, it is essential that they become familiar with the changing demands for workers among the various occupations. Young people should be encouraged to study publications such as *Occupational Manpower and Training Needs*, U.S. Department of Labor Bulletin 1701, Washington, 1971.

The table below contains a sample of some of the data contained in the Department of Labor Bulletin, which gives detailed employment projections for 232 occupations.

ESTIMATED 1968 EMPLOYMENT, PROJECTED 1980 REQUIREMENTS, AND AVERAGE ANNUAL OPENINGS, 1968-80 OCCUPATION

Occupation	Estimated employment, 1968	Projected requirements, 1980	Percent change, 1968-80	Average annual openings, 1968-80		
				Total	Employment change	Replacement needs
Professional and technical occupations	10,325,000	15,500,000	50.1	777,000	431,000	346,000
Accountants	500,000	720,000	43.4	33,000	19,000	14,000
Engineers	1,100,000	1,500,000	40.2	73,000	36,000	37,400
Civil	180,000	270,000	48.9	11,500	7,400	4,100
Electrical	230,000	345,000	49.0	12,500	9,500	3,000
Industrial	120,000	185,000	56.5	7,200	5,500	1,700
Mechanical	215,000	275,000	27.6	8,600	5,200	3,400
Physicians	295,000	450,000	53.1	20,000	13,000	7,000
Registered nurses	660,000	1,000,000	51.5	65,000	28,000	37,000
Chemists	130,000	200,000	55.7	12,800	6,000	6,800
Economists	31,000	48,000	54.6	2,200	1,400	800
College and university teachers	286,000	395,000	37.8	17,000	9,000	8,900
Kindergarten and elementary schoolteachers	1,230,000	1,270,000	3.3	99,000	3,300	95,700
Secondary schoolteachers	940,000	1,065,000	13.6	101,000	11,000	90,000
Engineering and science	620,000	890,000	43.2	31,000	22,000	9,000
Lawyers	270,000	335,000	22.7	14,500	5,500	9,000
Librarians	106,000	135,000	28.6	8,200	2,500	5,700
Programers (computer)	175,000	400,000	129.0	23,000	19,000	4,000
Social workers	160,000	270,000	66.7	16,700	9,000	7,700
Systems analysts	150,000	425,000	183.0	27,000	23,000	4,000
Bank officers	125,000	193,000	53.8	9,900	5,600	4,300
Bank tellers	230,000	337,000	46.2	20,000	8,000	12,000
Electronic computer operating personnel	175,000	400,000	129.0	20,400	18,800	1,600
Library technicians	70,000	125,000	77.1	9,000	4,500	4,500
Electricians (construction)	190,000	270,000	42.1	10,500	6,700	3,800
Operating engineers (construction machinery operators)	285,000	410,000	43.9	14,800	10,400	4,400
Painters and paperhangers	430,000	410,000	18.6	18,200	6,700	11,500
Plumbers and pipefitters	330,000	475,000	43.9	19,500	12,100	7,400
Aircraft mechancis	135,000	230,000	70.4	9,700	7,900	1,800
Automobile body repairmen	100,000	125,000	25.0	3,500	2,100	1,400
Business machine servicemen	115,000	200,000	73.9	8,500	7,100	1,400
Maintenance electricians	240,000	315,000	31.3	10,800	6,300	4,500
Truckdrivers, local	1,200,000	1,450,000	21.9	37,000	21,500	15,500
Assemblers	785,000	850,000	8.4	26,000	5,500	20,500
Gasoline service station attendants	400,000	475,000	15.9	19,900	6,200	47,000
Welders and oxygen and arc cutters	480,000	675,000	40.6	23,000	16,000	7,000
Building custodains	1,100,000	1,460,000	32.7	80,000	30,000	50,000
Cooks and chefs	670,000	900,000	33.2	48,000	19,000	29,000
Cosmetologists	475,000	685,000	42.9	38,000	17,000	21,000
Licensed practical nurses	320,000	600,000	87.5	48,000	23,000	25,000
Police officers (municipal)	285,000	360,000	27.5	15,000	6,500	8,500
Private household workers	1,700,000	1,980,000	14.8	121,000	21,000	100,000
Waiters and waitresses	960,000	1,240,000	28.3	67,000	23,000	44,000

State of California,
Department of Education,
Sacramento, December 20, 1972.

Dear Sir: Please find enclosed recommendations that were made to the National Advisory Council at our State Directors Meeting in Silver Spring, Maryland.

I was requested by the Directors to send written recommendations to each of the Council Members. Before I do this, I am asking you for any clarification or addition that you might deem important. No response from you will indicate that you are satisfied with the recommendations as printed.

I wish to thank you in advance for your consideration and assistance in behalf of Migrant Education.

Sincerely,

Leo R. Lopez,
Bureau of Community Services and Migrant Education,
Division of Compensatory Education.

Enclosure.

Recommendations of the State Directors of Migrant Education to the National Advisory Council on Compensatory Education

RECOMMENDATION NO 1

Federal legislation has mandated that States identify and serve all migrant children. State education departments however must operate on a Labor Department formula for identifying migrant workers that does not take into consideration the actual number of children who must be served. The national migrant record transfer system has identified more than 371,000 migrant children. Funds are currently being provided for only 161,000. In addition, the formula does not take into account thousands of the Puerto Rican children who migrate to and from the mainland annually.

The State directors of migrant education therefore recommend to the National Advisory Council that a new formula be estabilshed based uopn the actual count of children as they are identified throughout the Nation and registered in the national migrant record transfer system including the children of Puerto Rico whose parents are migratory farm workers and who should be eligible for all services provided to other migrant children.

RECOMMENDATION NO. 2

The Federal Government currently appropriates 38 cents of the authorized dollar for services to disadvantaged children of all types. This appropriation actually pits one group of disadvantaged children against another for available funds. For example, an Indian child is in reality competing for funds with a migrant, delinquent or ghetto child for the limited funds available. The limitation of funds then causes Federal, State and local educational units to develop programs on the basis of the funds allocated rather than on the educational or human needs of the disadvantaged children.

The State directors of migrant education therefore recommend to the National Advisory Council that it submit to the President a proposal for a full appropriation of funds for all Title I programs via his budget message to Congress.

RECOMMENDATION NO. 3

Funds are currently appropriated to provide programs for children who follow the crops on an annual or more frequent basis. No allocation of funds is made to provide programs for the children whose parents determine to become permanent residents of a community where they have worked even if they are still seasonally employed in agriculture. Current limitations of funds and Federal legislation preclude schools from giving help to this pool of children who still have the same needs they had while moving. Thus, the stated legislative goal of assisting migrant children to enter into the main stream of society cannot be met because he cannot be served unless he becomes elegible for welfare grants.

The State directors of migrant education therefore recommend to the National Advisory Council that they propose to the President that the funding program for migrant children be expanded to include the needs of the 5-year migrant child currently authorized by legislation.

RECOMMENDATION NO. 4

The definition of a migrant child imposed upon the Office of Migrant Education is the severest definition imposed upon any agency serving disadvantaged children. Although legislation mandates that the Office of Migrant Education cooperate with other agencies serving the migrant, it is often unfeasible or impossible for extensive cooperation to take place due to differences in definitions used by different agencies and particularly with the Department of Labor.

The State directors of migrant education therefore recommend to the National Advisory Council that legislation be proposed to provide a compatible and expanded definition of who is a migrant child.

RECOMMENDATION NO. 5

Because of the nature of the Migrant Family's existence requiring close family relationships, often total family-unit needs have to be served in order to serve the special educational, health, or welfare needs of the migrant child.

The State Directors of Migrant Education therefore recommend to the National Advisory Council that legislation be introduced to authorize the expansion of the migrant program to meet family unit needs in concert with the other agencies involved.

RECOMMENDATION NO. 6

There is not enough trained personnel to provide the models and multi culture specialists for development of the migrant child's capabilities in our rural schools where he enrolls.

The State Directors of Migrant Education therefore recommend to the National Advisory Council that they propose legislation which would authorize extensive pre and inservice training for the development of all staff committed to and dedicated to meeting the particular educational and developmental needs of migrant children.

RECOMMENDATION NO. 7

The migrant child's school district is the nation rather than a state or local educational entity. In moving from school to school, he must be provided a state to state or district to district continuous high quality learning experience particularly suited to his needs. Statistical evidence from the 1970 census, the national school assessment program and other sources provide convincing proof that the schools he attends are among the lowest in the country so far as achievement of children or holding them in school until graduation from high school is concerned.

The State Directors of Migrant Education therefore recommend to the National Advisory Council that they advise the President, Congress and the Secretary of Health, Education, and Welfare that this national problem cannot be solved by state or local governments and that special directions using national record systems, national information sharing systems and national support be given a top priority ranking in order to provide continuous services to migrant children.

RECOMMENDATION NO. 8

In order to promote innovative and exemplary programs for migrant children in the schools of the country, it is essentially necessary for schools to recognize that the mobility of the migrant child because of family needs forces schools to make instant decisions in order to help him solve his learning problems. Often time these decisions are in conflict with local, state, or federal policy or laws that affects other children. Examples could be attendance, the time of day of year available for education, impact on class size, recruitment of personnel, need for immediate clothing or food before he can go to school.

The State Directors of Migrant Education therefore recommend to the National Advisory Council that any proposed legislation, revisions of federal registers or subsequent audits be flexible enough so that schools providing special services to migrant children are not penalized or criticized for providing the services if their record of expenditure of funds is clearly helping the migrant child and if the expenditures are in conformance with approved state budgetary regulations and state approved projects.

RECOMMENDATION NO. 9

Currently some States are unable to use their funds to serve migrant children for a variety of good reasons among which are the peculiarity of time or weather when crops can be harvested and lateness of appropriations of funds allocated by

Congress. This has resulted in many states returning allocations to the Federal Government while other states are short of funds.

The State Directors of Migrant Education therefore recommend to the National Advisory Council that any unused funds returned to the Federal Government be authorized for reallocation to the states where funds are not sufficient to meet the needs of migrant children.

STATEMENT OF DANIEL A. MCALLISTER, DIRECTOR, MASSACHUSETTS MIGRANT PROGRAM

Through the efforts of the 89th Congress, a considerable amount of effort and resources have been expended throughout the country in order to provide services to the children of migrant agricultural workers.

Since the beginnings of this program in the Commonwealth of Massachusetts, staff personnel have been increasingly alarmed to find many of these children of schoolage lacking the opportunities available to the average child in our society. When the program was initiated in 1967, trained migrant staff and social workers went beyond the efforts usually expended by a local school district to locate children who might not be receiving classroom instruction. Many situations were found in which children were not enrolled in schoolyear programs. Each year with this trained help available, who have become more proficient in identifying migrant children, new sources have been uncovered and programs formulated which are more sensitive to the needs of these forgotten children. We can point out several situations which illustrate this problem:

1. In our initial year of operation of the Massachusetts Migrant Program, only two migrant children were identified.
2. In our second year of operation, fifty-three children were located in the city of Boston, Massachusetts who had never been enrolled in a school in this country. These children had come from the farms of Puerto Rico and their parents had found farm work on the outskirts of the city. The Department of Education was alerted and the local school system completed the task of enrolling these children in classes.
3. On another occasion, a group of children whose parents had come to central Massachusetts to work in the orchards outside of Harvard, Massachusetts were found. Two children, ages sixteen and twelve, had received no formal education and the remainder of the group were well below their achievment levels for their respective ages. Personnel from the Migrant Program checked with the local school system, completed formal medical forms and enrolled the children in local kindergartens and the local school system.
4. Most recently, over four hundred teenagers have been identified as working in the tobacco fields of the Connecticut Valley. These young people enter the state in the spring and return to their native state sometime during the fall. Records indicate that these seasonal workers travel from as far away as Florida, Georgia, the Carolinas, and New Jersey.

It is obvious to us that the nature of the Migrant Program is to seek out the migrant child beyond the local school district and even into the neighboring states.

We, in migrant education, have become aware of the fact that these children are the "forgotten lot" in our society. The handicaps which these children must overcome are severe. Not only do these children face continual interruptions in their formal schooling, but also over 60% are Spanish-speaking and thus have a language barrier. Many educators at the local level feel that their students who are permanent residents of the community deserve top priority, for their families are supporting the school system through taxes. Many local communities do not have the personnel, facilities, and "know how" to formulate a program to meet the specific needs of these children who arrive late in the schoolyear and depart at irregular intervals.

In addition to identifying these students, the Migrant Program has developed a record on each child which is made available to other Migrant Programs throughout the country who enroll this child in their programs. This system helps to provide a continuity and avoid duplication of services. Each year the record system continues to improve, and thus the quality of migrant education continues to improve.

The Migrant Program has been unique in that it has the ability, the resources, and the people to formulate a variety of services for the benefit of children of migrant workers. Thus, although academic training is important, these children are in the need of medical, nutritional, cultural, and recreational services in order to develop all of their abilities to the maximum potential. Thus, the need exists to continue to provide the steady flow of services to these children who have severe needs.

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